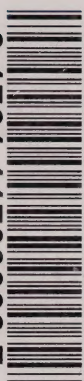


3 1761 11709993 7




CA1  
SW  
-79T94

GOVT







Digitized by the Internet Archive  
in 2023 with funding from  
University of Toronto

<https://archive.org/details/31761117099937>





AI (4)  
SW  
79T94

10 YEARS  
LATER

DEPOSITORY LIBRARY MATERIAL

The Canadian  
Advisory  
Council  
on the  
Status  
of Women







CAI  
SW  
-79T94

Government  
Publications



DEPOSITORY LIBRARY MATERIAL

# **An assessment of the Federal Government's implementation of the recommendations made by the Royal Commission on the Status of Women.**

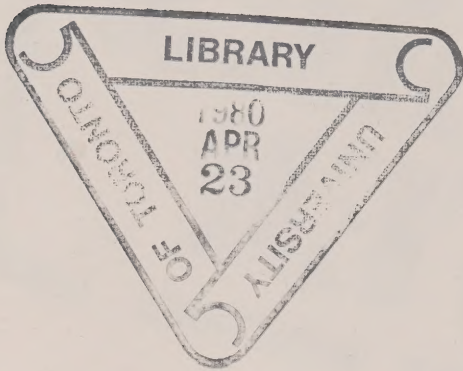
**update report prepared by:**

**The Canadian Advisory Council  
on the Status of Women  
Box 1541, Station B,  
Ottawa, Canada K1P 5R5**

*Miscellaneous publication*

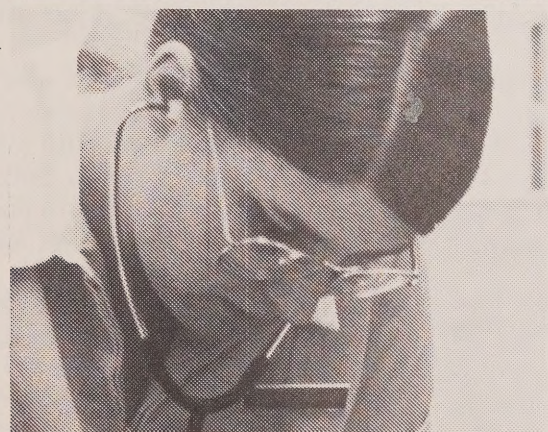
**October 1979**

# Table of Contents



Introduction	4
CACSW - it's Mandate and Organization	6
10 Years Later - the score	8
Women in the Canadian Economy (recommendations 1-65)	10
Education (recommendations 70-101)	32
Women and the Family (recommendations 102-127)	42
Taxation and Child-care Allowances (recommendations 130-132)	48
Poverty (recommendations 135-137)	50
Participation of Women in Public Life (recommendations 138-140)	52
Immigration and Citizenship (recommendations 143-149)	54
Criminal Law and Women Offenders (recommendations 150-163)	56
Plan for Action (recommendations 164-166)	60
Appendix A - Alphabetical list of recommendations by Subject Heading	63







# Introduction

Ten years will have passed in February 1980 since the Royal Commission on the Status of Women tabled its history-making report. It seems appropriate, after nearly a decade, to look once again at the recommendations of the Royal Commission and, using them as a bench-mark, try to assess what progress women have made on the issues the Commission identified as crucial at the time.

Of the one hundred and sixty-seven recommendations, one hundred and twenty-two come within the jurisdiction of the federal government. These are the recommendations we have examined. Some are not even applicable ten years later — and in such cases we have indicated why. Some of the actions recommended are no longer desirable because attitudes towards certain issues have undergone a change in the intervening years. Again, in such cases, we have noted the change.

As anyone could have predicted, the recommendations that were easily dealt with were quickly implemented in the early 1970's. In 1974 the Canadian Advisory Council on the Status of Women reported on the implementation of the recommendations to that date in a document entitled "What's Been Done". At that time forty-two of the 122 recommendations were labelled "Implemented", and thirty-seven "Partially Implemented". In reviewing the recommendations from a perspective of ten years, we have tried to be fair and accurate, and, the second time around, tougher — especially in cases where despite evidence of good intentions, the action taken has been insufficient. In many cases action has been taken on a particular recommendation, but the original problem still remains. In some cases, although the precise action recommended has not been carried out, the spirit of the recommendation has been accomplished — and in such cases, we decided that the recommendation has been fulfilled. We designated such recommendations "Implemented". Many of the recommendations consist of a number of parts or sub-recommendations which need to be assessed on their own. If a recommendation was two-thirds implemented, but one-third not implemented, we assessed the recommendation as "Partially Implemented". In some cases it was hard to



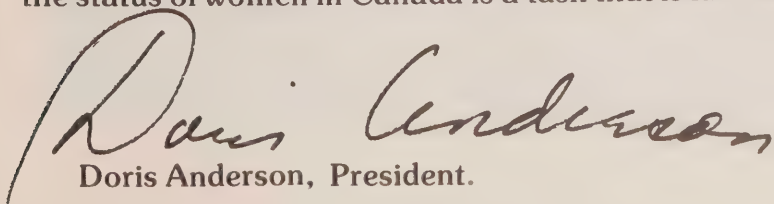
judge just what the original goals of a particular recommendation had been, and in those cases we tried to evaluate the problem anew to determine whether there had been any general improvement in the situation which could be attributed to government action.

Because some recommendations previously considered "Implemented" are now judged "Partially" or "Not Implemented", it looks as though women have even fallen back. But what really happened is that five years ago, in the first flush of enthusiasm for government intentions to improve the status of women in Canada, we were over-optimistic in our judgements regarding some recommendations. These we have carefully re-assessed. For example, recommendation 166 called for the establishment of the Canadian Advisory Council on the Status of Women (CACSW). In 1974 the fact that the CACSW had been established led to the conclusion that recommendation 166 had been "Implemented". But the fact that in the original recommendation the CACSW was to report directly to parliament, is of great importance and should not be over-looked. Since the CACSW does not report directly to parliament but through a minister, we decided that on re-assessment this recommendation should be termed "Partially Implemented".

Finally, although the Royal Commission on the Status of Women was tremendously important in pin-pointing a whole spectrum of women's issues that needed to be addressed, it shouldn't be enshrined as the final word on the subject. Many new and pressing issues concern women today that were not at all evident in 1970. The whole question of employment for women, the special needs of women within the framework of a general employment strategy, the worsening situation of economic security for women which makes wage gaps and lack of pensions even more important than before, are of paramount importance to-day. The need for equality of treatment on such issues as unemployment insurance, maternity benefits, the health needs of women, the problems of increasing violence against women, support systems for parents, the elimination of sex stereotyping which colors and influences the way society, and even women themselves, see women, the worsening child care situation — even though more and more mothers are working — all of these and many more issues are of vital concern to women today, and will have to be addressed and tackled in the 1980's.

This exercise of evaluating the results of the Royal Commission on the Status of Women is a valuable one because it has made us — and hopefully will make government departments and women themselves more aware of how much has been done, and what still must be accomplished. We hope you will read our report with keen interest and use the information to urge people who can bring about change — your M.P.'s, leaders of parties and cabinet ministers, to do something about these problems.

In conclusion we would like to pay tribute to the members of the Royal Commission on the Status of Women for putting together a document that stands up well after ten years — and ironically — for their foresight in realizing that improvements in the status of women would not come overnight. Their recommendation that an advisory council be established to act as a watchdog on women's issues is the reason the Canadian Advisory Council on the Status of Women was created. This evaluation ten years later, of the results of the commissions's recommendations, is ample evidence that our work to improve the status of women in Canada is a task that is far from finished.



Doris Anderson, President.

# CACSW - it's Mandate and Organization

The Canadian Advisory Council on the Status of Women (CACSW) is composed of 30 members appointed by the federal government

- to bring before the government and the public matters of interest and concern to women and
- to advise the Minister responsible for the Status of Women on such matters as the Minister may refer to the Council for its consideration or as the Council may deem appropriate.

## Its Root

Its root lies historically in the Royal Commission on the Status of Women in Canada which was set up on February 16, 1967. The terms of reference of the Commission specified "...to ensure for women equal opportunities with men in all aspects of Canadian society..."

On February 8, 1970 the report was tabled providing the government with 167 recommendations of which 122 were within federal jurisdiction. Recommendation 166 stipulated "that a federal Status of Women Council...be established..."

The Canadian Advisory Council on the Status of Women was established on May 31, 1973. It is composed of four full-time members; a president, three vice-presidents and 26 other members appointed for three-year terms, from all the provinces and territories. It meets quarterly to provide a national perspective on key issues affecting women and to deliberate on recommendations to affect change. Council activities are organized through its main office in Ottawa, where research and policy analysis is carried out on the issues identified, and through the Western office in Winnipeg and the Eastern office in Montreal. Council advice and recommendations are thus the careful product of the identification of priorities, the documentation of the issues and the deliberation of recommendations by the members to present to the government and to the public.

## Its Role

The Council addresses itself to the concerns of all Canadian women.

The 30 members bring to the Council the particular problems in their regions as changing times inevitably present new problems which must be dealt with. Many of the original 122 recommendations of the Royal Commission on the Status of Women of 1967 still remain untouched by government.

Research and background material provide the base upon which Council recommendations are made following deliberation by members at quarterly meetings.

Recommendations for change in legislation and for other measures to improve the status of women are presented to the government through the Minister responsible for the Status of Women.

The Council has the unique right and responsibility to inform the public of its recommendations at the same time as it reports to the government.





## 10 Years Later - the score

One hundred and twenty-two of the recommendations made by the Royal Commission fall within the jurisdiction of the federal government. The government's response to these recommendations to date, their action or inaction, is examined on the following pages.

As of October 1979, the CACSW has assessed the degree of implementation of these 122 recommendations as follows:

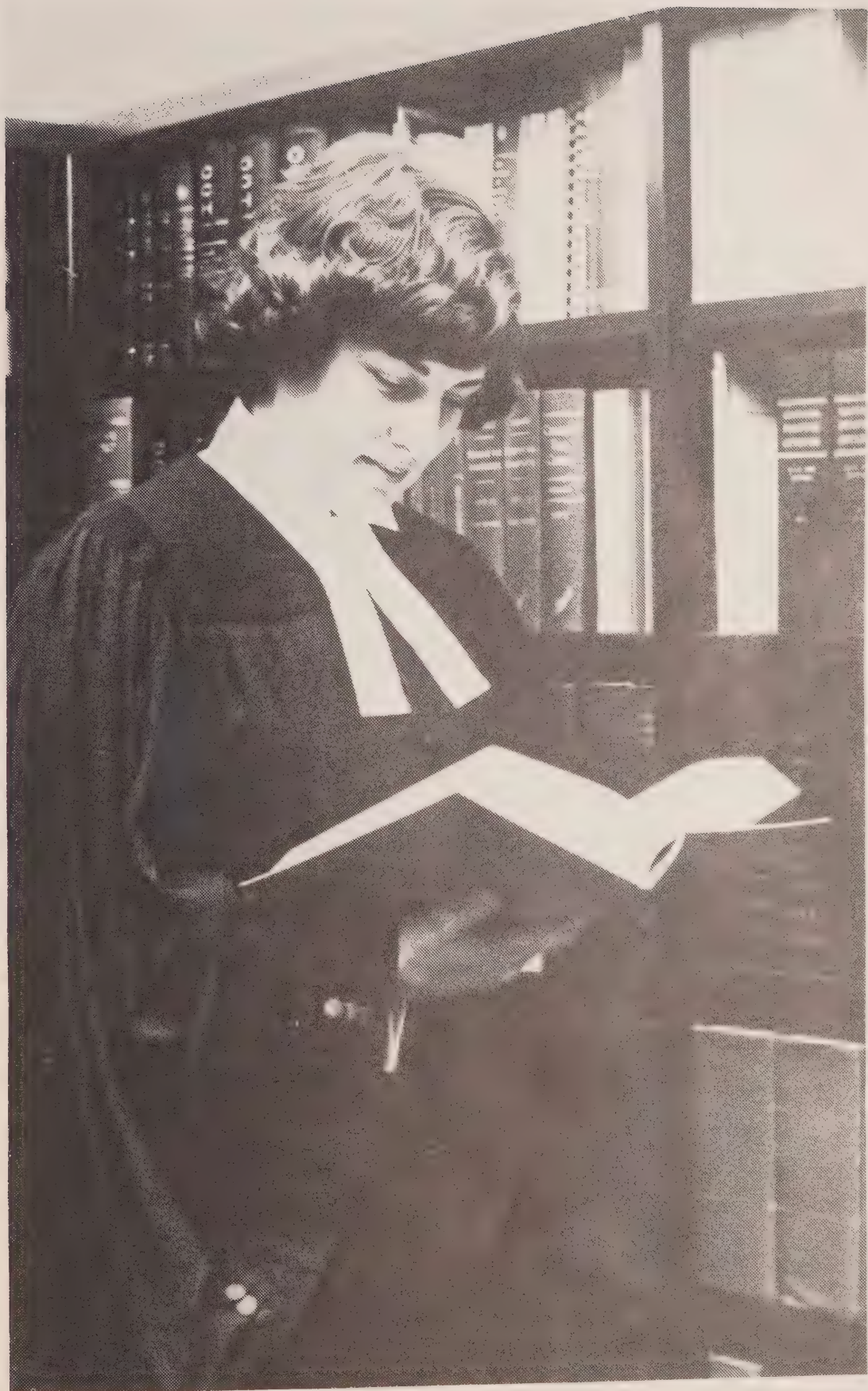
**43**

**53**

**24**

**2**





# Women in the Canadian Economy

## Recommendation 1

That the National Housing Loan Regulations be amended so that (a) for purposes of the gross debt service ratio, either husband or wife may be deemed to be the purchaser or owner and (b) up to 50 per cent of the income of the spouse of the purchaser or owner, or of the spouse of the person deemed to be the purchaser or owner, may be included in computing the annual income.

*The National Housing Loan Regulations were amended as per the recommendation, August 18, 1971. They were further amended on August 24, 1972, so that up to 100% of the spouse's income may be included for the purpose of qualifying for an NHA loan.*

## Implemented

---

## Recommendation 2

That (a) both the Canada and Quebec Pension Plans be amended so that the spouse who remains at home can participate in the Plan, and (b) the feasibility be explored of (i) crediting to the spouse remaining at home a portion of the contributions of the employed spouse and those contributions made by the employer on the employed spouse's behalf, and (ii) on an optional basis, permitting the spouse at home to contribute as a self-employed worker.

## Not Implemented

This recommendation raises the issue of pensions for housewives as one possible expression of society's recognition of the value of the woman's work in the home. Specific plans to include housewives in the CPP/QPP have not yet been put forward. However, the federal government has identified this issue as an important one.

Although the 1977 amendments to the CPP/QPP allowing for the splitting of pension credits on marriage breakdown have offered the woman who works in the home some financial protection after divorce, they do not address the more basic issue of the recognition of the housewife as a worker in her own right and her subsequent right to a pension of her own.

The CACSW rejects as inequitable any option that ties the housewife's pension to the level of her husband's income.



### **Recommendation 3**

**That the federal government (a) make greater use of women's voluntary associations; and (b) increase their financial support of (i) women's voluntary associations engaged in projects of public interest, and (ii) voluntary associations working in fields of particular concern to women.**

*Regarding Recommendation 3(b), there is presently a granting program of \$600,000 distributed through the Women's Programme of Secretary of State, as well as \$90,000 available through the Minister Responsible for the Status of Women, to support status-of-women groups' activities in the voluntary sector. In addition, women's groups are eligible to receive funding through other government programs not specifically intended to support women's voluntary associations (eg., Employment and Immigration Canada's Outreach Program; Health and Welfare Canada's Demonstration Grants Program).*

### **Partially Implemented**

Women's groups have played and continue to play a major role in promoting change in the status of women. The number of groups providing services, training, information and advice, etc., has increased dramatically in the 70's. Women's groups have been encouraged by the government to cooperate in providing alternative services to women (eg., career counselling, day care, rape crisis counselling, transition houses, etc.). There is little systematic consultation with women's groups on issues affecting their lives, although some departments, such as Health & Welfare Canada, are working on this.

In 1975 the CACSW recommended that funds to women's groups be increased to \$1 million. In 1979 this figure would be much greater.

---

### **Recommendation 4**

**That the federal government include in its selection standards for appointment to its positions the assessment of volunteer experience in evaluating the qualifications of applicants.**

*A Public Service Commission (PSC) directive was issued November 4, 1971, instructing staffing officers to include an assessment of relevant volunteer experience in evaluating the qualifications of job applicants. More recently, on July 21, 1979, Staffing Bulletin 79-9 regarding Evaluation of Experience Gained Through Voluntary Work was issued. This bulletin stated that selection board members must consider the relevance and validity of all types of experience, including voluntary work experience. Standard PSC application forms include space in which to describe experience gained through voluntary work. In order to inform both the women in the Public Service and managers, the January 1979 issue of EOW News was devoted to volunteer work.*

### **Implemented**

The effectiveness of this directive is open to question since women still experience occupational segregation and are clustered at the lower level in most job classifications leading to senior positions. Underlying attitudes to hiring and promotion still seem to favour paid work experience over volunteer experience and training.

### **Recommendation 5**

**That a federal-provincial conference on labour legislation affecting women in Canada be called to prepare for Canada's ratification of the International Labour Organization Convention concerning Equal Remuneration for Men and Women Workers for Work of Equal Value (Convention 100).**

*Canada ratified ILO Convention 100 in November 1972.*

### **Implemented**

---

### **Recommendation 7**

**That the federal Female Employees Equal Pay Act be amended to apply to all employees of the Government of Canada.**

*The Female Employees Equal Pay Act was revoked effective July 1, 1971, by an Act to amend the Canada Labour (Standards) Code, which placed equal wage provisions in Part III of that Code. This part of the Canada Labour Code was subsequently repealed when the federal Human Rights Act came into effect on March 1, 1978, containing Equal Pay for Work of Equal Value provisions in Section 11 of the Act. All federal public servants are covered by the Canadian Human Rights Act.*

### **Implemented**

---

### **Recommendation 8**

**That the federal Female Employees Equal Pay Act, the federal Fair Wages and Hours of Work regulations and equal pay legislation of provinces and territories require that (a) the concept of skill, effort and responsibility be used as objective factors in determining what is equal work, with the understanding that pay rates thus established will be subject to such factors as seniority provisions; (b) an employee who feels aggrieved as a result of an alleged violation of the relevant legislation, or a party acting on her behalf, be able to refer the grievance to the agency designated for that purpose by the government administering the legislation; (c) the onus of investigating violations of the legislation be placed in the hands of the agency administering the equal pay legislation which will be free to investigate whether or not complaints have been laid; (d) the anonymity of the complainant be maintained; (e) provision be made for authority to render a decision on whether or not the terms of the legislation have been violated, to specify action to be taken and to prosecute if the orders are not followed; (f) where someone has presented the aggrieved employee's case on her behalf and the aggrieved employee is unsatisfied with the decision, she have the opportunity to present her case herself to the person or persons rendering the decision who may change the decision; (g) the employee's employment status be in no way adversely affected by application of the law to her case; (h) where the law has been violated, the employee be compensated for any losses in pay, vacation and other fringe benefits; (i) unions and employee organizations be subject to this law; (j) penalties be sufficiently heavy to be an effective deterrent; and (k) the legislation specify that it is applicable to part-time as well as to full-time workers.**



In May 1973 the Fair Wages and Hours of Work Regulations and the Fair Wages Policy Order were amended to include sex, age and marital status as prohibited grounds for discrimination in hiring and employment by contractors working for the federal government.

Section 11 of the Canadian Human Rights Act provides that women and men be accorded equal pay for work of equal value:

*“In assessing the value of work performed by employees in the same establishment, the criterion to be applied is the composite of the skill, effort and responsibility required in the performance of the work and the conditions under which the work is performed.” (Section 11(2))*

The Canadian Human Rights Commission issued guidelines to assist in implementing these provisions in September 1978. Complaint procedures are included in Part III of the federal Human Rights Act.

## **Implemented**

---

### **Recommendation 11**

**That the pay rates for nurses, dietitians, home economists, librarians and social workers employed by the federal government be set by comparing these professions with other professions in terms of the value of the work and the skill and training involved.**

*The Canadian Human Rights Commission is currently investigating a complaint filed by the Public Service Alliance of Canada. It is evaluating and comparing the Librarians and the Historical Researchers in terms of equal pay for work of equal value. The Commission is also investigating different nurses' complaints against other traditionally male professions in the Public Service.*

## **Not Implemented**

**The Canadian Human Rights Commission expects to investigate complaints by home economists and dieticians within the next few months.**

---

### **Recommendation 12**

**That legislation on the Canada Pension Plan and the Quebec Pension Plan be amended so that the provisions applicable to the wife and children of a male contributor will also be applicable to the husband and children of a female contributor.**

*The Canada Pension Plan was so amended effective January 1, 1975.*

## **Implemented**

#### **Recommendation 14**

**That the Unemployment Insurance Act and Regulations be amended to provide a common definition for “dependants” of women and men contributors.**

*The Unemployment Insurance program no longer uses the presence of dependents as a criterion in determining benefits. This section of the Act was revoked on January 28, 1976.*

#### **Not Applicable**

A review of the entire Unemployment Insurance system by the new government will consider a provincial proposal to re-establish a two-tiered system with higher benefits for those individuals with dependents. Any such move would likely prove discriminatory to women.

---

#### **Recommendation 15**

**That the federal Unemployment Insurance Act be amended to apply to all employees working in an established employee-employer relationship.**

*The Unemployment Insurance Act of 1971 extended unemployment insurance coverage with the result that about 98% of persons under a contract of service are now covered.*

#### **Partially Implemented**

Under Section 3(2) of the Unemployment Insurance Act of 1971, employees continue to be excluded from collecting Unemployment Insurance or from contributing to U.I. if they are:

- a) employed by their spouse
- b) a “dependent” of the employer
- c) 65 years of age or over.

Recent amendments to the Unemployment Insurance Act also exclude any employee who works 20 hours or less each week. 71% of all part-time workers are women.



## **Recommendation 16**

**That the amendment of the federal Fair Employment Practices Act provide for (a) an employed woman's entitlement to 18 weeks maternity leave, (b) mandatory maternity leave for the six-week period following her confinement unless she procures a medical certificate that working will not injure her health, and (c) prohibition of dismissal of an employee on any grounds during the maternity leave to which she is entitled.**

*(a) In Quebec, Saskatchewan and Alberta, a woman is entitled to 18 weeks maternity leave, PEI and the Territories do not provide for maternity leave and in the remaining provinces 17 weeks are the entitlement.*

*(b) Federally there is no requirement for such mandatory leave. In Ontario, Manitoba, Alberta, Nova Scotia and Newfoundland this recommendation has been implemented. In Quebec, the period of mandatory leave after confinement is only 2 weeks without a certificate.*

*(c) Federally in 1978, an amendment was introduced to the federal Labour Code stating that "no employer shall dismiss or lay off an employee solely because she is pregnant or has applied for leave." Nova Scotia, Ontario, Manitoba and Saskatchewan have similar legislation. Other provinces do provide for reinstatement in a similar job.*

## **Partially Implemented**

**The CACSW does not agree with (b), the idea of mandatory maternity leave for six weeks. A woman should be able to judge her own ability to work. Medical certificates should not be required to prove ability to work.**

---

## **Recommendation 17**

**That the Unemployment Insurance Act be amended so that women contributors will be entitled to unemployment benefits for a period of 18 weeks or for a period to which their contributions entitle them, whichever is the lesser, (a) when they stop paid work temporarily for maternity reasons or (b) when during a period in which they are receiving unemployment benefits, they become unable to work for maternity reasons.**

*The amendments to the Unemployment Insurance Act which became effective on June 27, 1971, partially fulfilled the intent of this recommendation. They provided that maternity benefits may be paid for a maximum of 15 weeks but are restricted to the first 15 weeks of benefits payable. The Act was amended under the Omnibus Bill of the Status on Women, to permit the 15 weeks to be paid within a flexible period surrounding the week in which confinement occurs.*

## **Partially Implemented**

**Two significant riders to the Act prevent the full implementation of this recommendation. Any regular benefit a claimant receives prior to claiming maternity benefits reduces proportionally the amount of maternity benefits payable to her. In addition, pregnant claimants who do not qualify for maternity benefits are disentitled from regular benefits for a maximum period of 15 weeks surrounding their expected date of confinement. However, the entire area of maternity benefits is slated for a review.**

## **Recommendation 19**

**The elimination of any discrimination on the basis of sex in the terms and conditions of employment for air crew on air lines.**

*In 1972 Air Canada merged the male purser and female stewardess categories. As a result both men and women can now compete for managerial positions on the basis of seniority, and sex-based pay discrepancies have been eliminated. At the same time, the clause which stated that female flight attendants would end their service after 10 years was also eliminated. In theory the presence of the Human Rights Commission should ensure compliance with this recommendation by all carriers under federal jurisdiction.*

### **Implemented**

Air Canada now employs two female pilots. Since their hiring the terms of maternity leave for female pilots have been a controversial issue. Present regulations state that a female pilot must take a leave of absence as soon as she discovers she is pregnant and remain on leave until 30 days after the birth of her child. This regulation is currently under review.

---

## **Recommendation 21**

**That sex-typing of occupations be avoided in the text and in the illustrations of all federal government publications.**

*Some departments have already made significant efforts to remove sex stereotyping and other discriminatory elements from their publications and training materials. Status of Women Canada is currently developing editorial guidelines for use by all government departments.*

### **Partially Implemented**

---

## **Recommendation 22**

**That the Canada Department of Manpower and Immigration \* refuse to make arrangements for firms to interview students in connection with positions for which the firms have specified sex preferences or sex requirements.**

\* This department is now called Canada Employment and Immigration Commission.

*Bound by the Unemployment Insurance Act, Canada Employment Centres can't regard sex as a criterion for referral unless a bona fide occupational requirement demands an individual of one gender or the other - for example, a role in a theatre production.*

### **Implemented**



## **Recommendation 24**

**That (a) the Fair Employment Practices Act be amended to (i) include “sex” and “marital status” as prohibited grounds for discrimination, and (ii) apply to all employees of the Government of Canada; and (b) the Fair Wages and Hours of Work Regulations be amended to include “sex” and “marital status” as prohibited grounds for discrimination.**

*a) The Canadian Human Rights Act proclaimed on March 1, 1978, prohibits discrimination on the basis of sex or marital status under Section 3, and applies to all Government of Canada employees.*

*b) This was implemented by Order-in-Council May 29, 1973.*

### **Implemented**

---

## **Recommendation 25**

**That the provisions now included in section 140(2) (b) of the Unemployment Insurance Act, amended to include sex and marital status as prohibited grounds for discrimination, be included in legislation applicable to Canada Manpower Centres.**

*These provisions were included in the Unemployment Insurance Act when it was amended in June 1971.*

### **Implemented**

---

## **Recommendation 26**

**That the federal government increase significantly the number of women on federal Boards, Commissions, Corporations, Councils, Advisory Committees and Task Forces.**

*In 1969, women comprised only 6.3 percent of those appointed to the boards of directors of 97 federal agencies, Crown corporations and Task Forces. By 1978 the percent of women appointed to boards and commissions had only risen to 13.7.*

### **Partially Implemented**

**Women are still far from being proportionately represented on federal boards, commissions, corporations, councils, advisory committees and task forces. To improve representation the federal government has stated its intention “to assign to the CACSW primary responsibility for recommending women for appointment to every board, commission and council of the federal government and to maintain a talent bank of women for such appointments” (from a speech made by the Hon. David MacDonald to the CACSW, June 20, 1979).**

### **Recommendation 28**

**That the federal government undertake a study of the feasibility of making greater use of part-time work in the Canadian economy.**

*Part-Time Work in the Canadian Economy* by Marianne Bossen was sponsored by the Department of Labour in 1975.

#### **Partially Implemented**

The lack of benefits and pensions for part-time work continues to reinforce its marginal status. A true feasibility study of how to make greater use of part-time workers has not yet been done in Canada. Recent amendments to the Unemployment Insurance regulations to restrict benefits to those working more than 20 hours a week make part-time work considerably more risky. All civil servants working half-time (18-3/4 hours a week) are now excluded from Unemployment Insurance.

---

### **Recommendation 29**

**That the differential treatment of Nursing Assistants and Nursing Orderlies in the federal Public Service be eliminated.**

*This recommendation was implemented retroactive to January 1, 1972.*

#### **Implemented**

---

### **Recommendation 30**

**That the positions of secretaries in the federal Public Service be classified by one of the methods used for other classes in the federal Public Service.**

A system of "point-rating" was introduced in 1976 for the classification of secretarial positions. The "point-rating" method of assessing the skills required and the duties performed in a position is used frequently within the Public Service.

#### **Implemented**

---

### **Recommendation 31**

**That the federal Public Service Superannuation Act be amended so that (a) there will be no differences in the provisions on the basis of sex, and (b) the surviving spouse of a contributor will be paid the supplementary death benefits.**

*These amendments to the Public Service Superannuation Act were given Royal Assent December 20, 1975.*

#### **Implemented**



### **Recommendation 32**

**That the federal Removal Expenses Regulations be amended so that the expenses paid for the wife of an employee will also be paid for the husband of an employee.**

*A new Treasury Board Relocation Directive became effective December 1, 1973. It applies equally to all employees regardless of sex or marital status, and provisions have been established on the basis that an employee has or does not have dependents.*

**Implemented**

---

### **Recommendation 33**

**That the federal Public Service Terms and Conditions of Employment Regulations be amended by (a) deleting section 50(2), and (b) substituting the provision that during the six weeks period preceding the expected date of an employee's confinement, a deputy head may direct the employee to proceed on maternity leave unless she produces a medical certificate that she is able to work.**

*Subsection 50 (2) (c), which the Royal Commission found to be most objectionable, has been deleted.*

**Partially Implemented**

The discretionary power of the employer, which the Royal Commission was in essence attacking, has not in fact been completely eradicated. Presentation of a medical certificate under the present system does not necessarily require a deputy head to allow a pregnant woman to continue working. The CACSW objects to the requirement to provide a medical certificate to continue working. The decision to continue working should be left to the employee.

---

### **Recommendation 34**

**That the federal government continue to pay the employer's contribution to the superannuation and Group Surgical-Medical Plans when an employee is on maternity leave.**

*Both the Public Service Superannuation Act and the Public Service Health Insurance Regulations were amended to implement this recommendation.*

**Implemented**

---

### **Recommendation 35**

**That federal Public Service bindery positions at levels 1 and 2 be open to women and men on the same basis and that the job title "journeywoman" be eliminated.**

*Public Service bindery positions at levels 1 and 2 are now open to men and women, as are all Public Service positions. Section 12(b) of the Public Service Employment Act prohibits discrimination on the basis of sex. The title "journeywoman" is no longer used.*

**Implemented**

### **Recommendation 36**

**That, until the sex-typing of occupations is eradicated, the federal Public Service Commission and federal government departments (a) take special steps to increase the number of women appointed to occupations and professions not traditionally female, (b) review and where necessary alter their recruitment literature and recruiting programs to ensure that it is abundantly clear that women are wanted in all occupations and professions, and (c) take special steps to obtain applications from qualified women when appointments for senior levels are outside the service.**

*a) A number of special steps have been taken to improve the overall opportunities available to women in the federal Public Service. One of the steps taken was the establishment of the Public Service Commission Office of Equal Opportunities for Women in 1972. In April of that same year a Cabinet Directive was issued to all government deputy heads instructing them to "encourage... (the) advancement of more women into middle and upper echelon positions". A joint Public Service Commission/Treasury Board policy statement issued in November 1975 asked all government departments to designate an officer responsible for the equal opportunities for women program, and to develop Five-Year Action Plans to increase the recruitment, staffing, training and development of women. These action plans were to be submitted to Treasury Board on a yearly basis. Treasury Board is responsible for the monitoring of these plans while the Public Service Commission is responsible for providing advice and assistance in the development and implementation of such plans.*

*b) All advertising posters for Public Service positions must indicate that competitions are open to both men and women. Efforts have been made in recent years to remove sexist language from selection standards, as well as to remove other elements which would discriminate against women in the application of these standards. This activity is on-going and no selection standard can be updated without being reviewed and approved by the Director of the Office of Equal Opportunities for Women.*

*c) Efforts are being made to include women in applicant inventories. All women at the senior management level have been approached by letter and asked to complete the data stream questionnaire so that they may be put on a central selection computer file. The Senior Executive Programs, through their human resources exercise, have been making efforts to ensure that women are included in lists of prospective candidates for executive positions. Furthermore, special efforts are made to locate and place women in Public Service executive positions by recruiting from outside the Public Service.*

### **Partially Implemented**

The results to date of the special steps undertaken, including Cabinet directives, the EOW Office and the Five-Year Plans, indicate that little progress has been made and that stronger measures are required. The CACSW recommends a strengthening of the EOW Program, particularly in establishing comprehensive policy and program guidelines and using special measures to recruit and select qualified women candidates. Additional staff and resources are required, both at the policy level and within departments. Clear accountability and monitoring procedures are essential.



### **Recommendation 37**

**That the federal Public Service Commission and federal government departments have as an objective the elimination of the imbalances in the proportion of women and men in senior positions and (a) as much as is feasible, emphasize potential rather than experience as a basis for appointment or promotion; (b) ensure that vacancies are open to employees at a classification level low enough to permit consideration of qualified women; and (c) when a job opens, make sure that women candidates get full consideration including the evaluation of their experience in volunteer work and running a household if it is relevant.**

*With respect to (a), the standard method of rating candidates for Public Service positions evaluates individuals not only on abilities and qualifications, but also on potential; and (c), the Public Service Commission recently (July 1979) issued a Staffing Bulletin reiterating its policy that volunteer work be given due consideration in candidate assessments.*

### **Partially Implemented**

The use of salary bands to restrict the number of applicants for a competition is a practice which is discriminatory under present circumstances when women are chronically over-qualified for and underpaid in their jobs. Although the Public Service Commission has recently encouraged departments not to use salary bands, the practice persists and is of such significance for women that it should be discontinued immediately.

---

### **Recommendation 38**

**That the federal Public Service Commission and federal government departments (a) introduce programmes that will ensure the consideration of secretaries for administrative positions, and (b) open up intermediate and senior administrative positions to women in traditionally female professions.**

*In 1972 the Special Officers Development (SOD) program was created to allow administrative support staff, mostly women, to gain officer level training and on-the-job experience. However, there was no guarantee of an officer level appointment following the completion of the one-year training period. The SOD program was discontinued in 1977 as a central agency initiative. Departments were asked to develop their own internal developmental programs for administrative support personnel. Some departments are doing this - but there is little evidence to date of effective implementation.*

### **Not Implemented**

A recent CACSW review of women in the Public Service found that while it is theoretically possible for secretaries to attend training and development courses, managers often do not give serious consideration to their requests. Too often the courses they take are not linked to opportunities for job promotion.

### **Recommendation 39**

**That (a) a special effort be made to attract more women applicants for administrative trainee positions in the federal Public Service, and (b) federal government departments ensure that women administrative trainees are given the kind of training assignments that will prepare them for advancement to the senior levels.**

*(a) Although there has not been a "special effort" to attract more women to the Administrative Trainee (AT) Program, female participation has increased from less than 20% of all trainees in 1969, to slightly over 40% in 1978.*

#### **Partially Implemented**

The improvement in the proportion of women in the AT Program began in 1973. A significant number of women will be eligible for intermediate and senior positions in the near future. However, past analysis of women in the Public Service has shown that women tend to remain clustered at lower levels of job categories even when their representation in that category increases. The CACSW will be monitoring the progress of these women.

---

### **Recommendation 40**

**That action be taken to increase greatly the enrolment of promising women in federal Public Service management courses, including the step of waiving salary floors and age ceilings where necessary in their case.**

*Probably the most visible management development program in the Public Service is the Career Assignment Program (CAP). This program does use salary floors as a criteria for eligibility, and although it no longer uses age as a requirement, it continues to use age informally as a rough indication of maturity.*

#### **Partially Implemented**

The CAP course has not led to as many executive positions in recent years as it did in the early years. The subtle exclusion of women from management is also reflected in female enrolment in the Senior Management Development Program. Between 1974 and 1978 only 43 women took this course, compared to 344 men.

---

### **Recommendation 41**

**That, for the next 10 years, the number of women enrolled in each course in the Career Assignment Program of the federal Public Service be no less than 10 per cent of the total number of people enrolled in the course.**

*Women did not represent 10 per cent of CAP until 1972. The proportion of women among CAP entry-level participants has reached a high of almost 32% in 1979.*

#### **Implemented**

The CACSW does not consider this particular Royal Commission recommendation strong enough; women make up more than 34% of all Public Service employees and this should be reflected in CAP enrolment.



**NOT  
IMPLEMENTED!**

**Recommendation 42**

That (a) the federal Public Service Terms and Conditions of Employment Regulations be amended so that part-time employees will receive pay increases on the same basis as full-time employees, and (b) collective agreements for the federal Public Service contain this provision.

**Not Implemented**

Treasury Board is currently reviewing its policy on part-time employees.



# Recommendations 43-50: Crown Corporations

## Recommendation 43

That federal Crown Corporations and agencies (a) ensure that women scientists and technologists receive equal consideration with men for appointment and (b) make a special effort to give graduate women employees a chance to take post-graduate degrees.

Partially Implemented

---

## Recommendation 44

That federal Crown Corporations and agencies (a) develop transfer and promotion measures that will encourage women to move out of the traditionally female occupations into other occupations, and (b) emphasize in recruitment programs that all occupations are open equally to women and men.

Partially Implemented

---

## Recommendation 45

That each federal Crown Corporation and agency devise a long-term plan for the better use of woman power within its organization.

Partially Implemented

---

## Recommendation 46

That, where size of staff warrants it, federal Crown Corporations and agencies appoint one or more qualified people whose primary duty for the next five to eight years will be to provide for the training and development of women in their organizations.

Partially Implemented.

---

## Recommendation 47

That federal Crown Corporations and agencies with rotational programs between field and head offices ensure that women are considered for rotation on the same basis as men and are not judged in advance on their freedom to rotate.

Partially Implemented

---

## Recommendation 48

That federal Crown Corporations and agencies (a) review their selection procedures to ensure that women are used in recruitment and selection programs, and (b) have senior women officers on their personnel administration staffs.

Partially Implemented

---

## Recommendation 49

That different provisions on the basis of sex be eliminated from superannuation and insurance plans for federal Crown Corporations and agencies.

Partially Implemented

---



## **Recommendation 50**

**That federal Crown Corporations and agencies (a) make clear to educational institutions, and to the public, that career opportunities within their organizations are open to women and that they are encouraging women to prepare themselves for such careers; and (b) require each private organization with which they do business to include in each contract a clause that prohibits discrimination in employment on the basis of sex.**

### **Partially Implemented**

Recommendations 43-50 are directed to federal Crown corporations and agencies. There are more than 350 corporations owned or controlled by the federal government, including subsidiaries. It is therefore virtually an impossible task to report on the implementation of these recommendations. However, the CACSW did publish a document entitled The Status of Women in Federal Crown Corporations in March 1977, based on a survey of 44 corporations. Included among those surveyed were the largest Crown corporations: Air Canada, Canadian National and the CBC, which together accounted for 107,852 of the 138,204 employees covered by the survey.

Although a May 1974 Cabinet directive 'invited' Crown corporations to undertake equal opportunity programs and to report on their progress to the Minister Responsible for the Status of Women, the government cannot, in general, dictate personnel policy to these organizations.

The CACSW found in its survey that:

- women were generally under-represented on the staff of federal Crown corporations;
- women were over-represented by more than 50 % in the administrative support category;
- this occupational segregation has a negative impact on women's salaries, training and advancement opportunities, as well as on their decision-making power;
- women, who made up 15.3 % of the total workforce of the surveyed Crown corporations, had only succeeded to 1.9 % of their senior management positions.

So far as equality of opportunity is concerned, the enactment of the federal Human Rights legislation prohibits any overt systemic discrimination by Crown corporations, i.e. in hiring, promotion, job advertisement or fringe benefits. However, there remain at least two Crown corporations, the Bank of Canada and the Federal Business Development Bank, which have different pension plans for their male and female employees. These two corporations appear to be awaiting the Human Rights Commission's guidelines on pensions before amending their plans.

At the time of the 1977 study only eight of the participating corporations had or were setting up formal equal opportunity programs. Six of the eight were instituted following special studies on the status of women in these corporations. The eight were Canadian National, Air Canada, the CBC, Atomic Energy of Canada, Canada Mortgage and Housing, the Canadian Wheat Board, the Royal Canadian Mint and the Medical Research Council. Not all of these programs had a full-time equal opportunities coordinator.

Following its survey, the CACSW concluded that the federal government's 1974 Cabinet directive on the status of women had very little effect. Even the corporations committed to improving the status of their women employees continued at their own pace, while the others did nothing.

### **Recommendation 51**

**That sex-typing of the occupations of employees working in the Senate and House of Commons be discontinued.**

*Female messengers were introduced to Parliament Hill in 1976. The Senate has had female pages since 1972, while the House of Commons first employed them only in 1978. There is only one female member of either security staff and female cleaning staff continue to be employed part-time for light duties while men are employed full-time for heavy work.*

**Partially Implemented**

---

### **Recommendation 52**

**That the Clerks of the Senate and the House of Commons devise a long-term plan for better use of womanpower and for opening senior positions to women as well as to men.**

**Not Implemented**

*Although there have been some improvements in female employment opportunities on Parliament Hill, neither House has ever devised an official long-term plan.*

---

### **Recommendation 53**

**That the Royal Canadian Mounted Police Superannuation Act be amended so that its provisions will be the same for both female and male contributors.**

*The RCMP Superannuation Act was amended as of December 20, 1975.*

**Implemented**

---

### **Recommendation 54**

**That enlistment in the Royal Canadian Mounted Police be open to women.**

*In September 1974 the first female recruits arrived in Regina for training. Of approximately 14,000 uniformed officers, there are currently only 405 female constables.*

**Implemented**



### **Recommendation 55**

**That all trades in the Canadian Forces be open to women.**

Two-thirds of the Canadian Forces' trades and classifications are open to women. Early in 1979 a major decision was announced to further advance employment opportunities for women. On a trial basis women are to be employed in near-combat roles over the next 3 - 5 years. The first four women to be trained as pilots have been selected. Trials are also to be conducted on a non-combatant ship, in land combat support units and at an isolated unit.

#### **Not Implemented**

Women remain barred from combat functions and thus from some trades designated as combat related. Because the spirit as well as the wording of this recommendation were that all trades be opened to women, we consider this recommendation not implemented.

---

### **Recommendation 56**

**That the prohibition on the enlistment of married women in the Canadian Forces be eliminated.**

The prohibition on the enlistment of married women in the Canadian Forces was lifted in July 1971.

#### **Implemented**

---

### **Recommendation 57**

**That the length of the initial engagement for which personnel are required to enlist in the Canadian Forces be the same for women and men.**

Since July 1971, both men and women have enrolled as other ranks in the Canadian Forces for an initial 5 year period. Officers, depending on the plan under which they receive their commission, may be enrolled indefinitely or for a fixed period.

#### **Implemented**

---

### **Recommendation 58**

**The release of women from the Canadian Forces because they have children be prohibited.**

This recommendation was also implemented in 1971.

#### **Implemented**

---

### **Recommendation 59**

**That the Canadian Forces Superannuation Act be amended so that its provisions will be the same for male and female contributors.**

The Canadian Forces Superannuation Act was so amended in December 1975.

#### **Implemented**

### **Recommendation 60**

That (a) the federal government issue a policy statement to the Ministers of all federal government departments, the heads of Crown Corporations and agencies, and the Speakers of the Senate and the House of Commons, expressing its intention to (i) ensure equality of opportunity in employment for women and the greater use of womanpower, and (ii) undertake short-term special measures where these are necessary to achieve its objectives; and (b) an information programme be undertaken so that management and supervisors at all levels in the Government of Canada be made aware of the government's policy regarding its employment of women.

*A 1972 Cabinet Directive instructed government deputy heads to "take steps to encourage the assignment and advancement of more women into middle and upper echelon positions". In 1975, government departments were directed to establish 5-year plans to ensure the proportional representation of women across all occupational categories by interest and qualifications. The EOW Office conducts workshops with Public Service managers to develop their awareness of the government's policy regarding employment of women.*

*With the passage of the Canadian Human Rights Act in 1977, which prohibits discrimination on the basis of sex or marital status, the principle of equal pay for work of equal value was established to combat the persistent wage gap between men and women's salaries. The Act also established that "special programs" to correct past injustice should not be considered discriminatory.*

### **Partially Implemented**

Although there have been policy statements issued on equal employment opportunities for women in the Public Service, and these statements have been communicated in EOW guidelines to managers within the Public Service, there has been a rejection by the Public Service Commission of the concept of 'special measures' as being inconsistent with the Merit Principle as defined in the Public Service Employment Act. Currently there is an attempt to determine whether the Canadian Human Rights Act definition of special programs would have precedence over the Public Service Employment Act, thus establishing 'special measures' as non-discriminatory.



### **Recommendation 61**

**That (a) a Women's Programme Secretariat be established in the Privy Council Office for promoting a programme for equality of opportunity for women in the federal government service and the greater use of their skills and abilities; (b) a Women's Programme Co-ordinator be appointed to each federal government department, Crown corporation and agency, to the Royal Canadian Mounted Police, the Canadian Forces, and to the staffs of the Senate and the House of Commons to promote within the organization the objectives of the Women's Programme and to maintain liaison with the secretariat; (c) the federal government organizations referred to above be required to give periodic progress reports to the Women's Programme secretariat of objectives undertaken; and (d) an annual report be tabled in Parliament on the progress being made in the federal government service toward the objectives of the Women's Programme.**

*This recommendation is interpreted to refer to the promotion of equal employment opportunities for women in the Public Service.*

*a) The EOW Office was established in the Public Service Commission in 1972. It is responsible for stimulating career opportunities for women as well as maintaining a watching brief of Public Service employment policies, practices and procedures as they relate to women. Since 1975 the Treasury Board Secretariat has been responsible for the development of Five-Year Plans to increase the proportion of women in the Public Service.*

*b) As of January 1979, 20 departments have full-time coordinators, 31 have part-time coordinators. There is no complete information on EOW programs in Crown Corporations, agencies, etc. The EOW coordinators do not report to the EOW Office in the Public Service Commission. Liaison is carried out informally and through meetings of an Interdepartmental Committee on Equal Opportunities for Women in the Public Service.*

*c) Federal government departments and the civilian sector of the RCMP do submit yearly EOW plans to Treasury Board as employers under the Public Service Employment Act. There is, however, no systematized reporting procedure for Crown Corporations, the military, Senate or House of Commons staffs.*

*d) The EOW Office reports annually through the Public Service Commission. The Treasury Board Secretariat informs the ministers of its Board annually of the progress being made by those departments and agencies reporting to the Treasury Board.*

### **Partially Implemented**

**These recommendations, with the exception of b), which has been partially implemented, have been implemented as requested; but the lack of results in improving employment opportunities for women indicates the need to review the effectiveness of these measures. (See comments on Recommendation 36.)**

**Beginning with the 1979 departmental action plans, these submissions will be made available to the public after approval by the ministers of the Treasury Board.**

## **Recommendation 62**

**That chartered banks (a) make it known that they intend to give women equality of opportunity; (b) eliminate the practice, where it exists, of requiring a longer attachment period for women than for men before promotion to management; (c) ensure that they have a record of women qualified for promotion to be considered as vacancies occur; (d) provide more opportunities for women to participate in both in-service and outside training programmes with the objective of their constituting at least 25 per cent of those trained by 1975; and (e) encourage their women employees to improve their knowledge and capabilities through management training courses and educational courses, such as those of the Institute of Canadian Bankers, in reasonable expectation that successful completion of these courses will lead to opportunities for promotion.**

*Women have moved into middle management positions, but their numbers are few. (186 women were bank managers in 1975 compared to 29 in 1969). The participation rate of female bank employees in the educational programs of the industry also increased from 5% in 1969 to 44% in 1975. (Bossen, Marianne: Employment in Chartered Banks, 1969-1975; May 1976.)*

*Canada's chartered banks are subject to the federal Human Rights Act, which prohibits discrimination on the basis of sex or marital status.*

### **Partially Implemented**

Further promotions into middle management should be possible in the foreseeable future because of women's greater numerical representation in junior management positions. However, few women at present occupy senior positions.

---

## **Recommendation 65**

**That the Canada Department of Labour conduct a survey of the use of homeworkers, including handicraft workers, their wages and their other conditions of employment.**

*The Department of Labour in its 1972 Survey of Wages and Working Conditions in Canadian Industry asked two questions concerning the use of homeworkers by Canadian industry. A follow-up telephone survey of the companies indicating that they used homeworkers was conducted in 1974. This survey requested information on working conditions.*

### **Partially Implemented**

An interdepartmental task group is being formed to develop social indicators related to women's employment. This recommendation will be considered by the task group.





## Education

**PARTIALLY  
IMPLEMENTED**

### **Recommendation 70**

**That women as well as men be admitted to the military colleges operated by the Department of National Defence.**

*One female officer commenced post-graduate studies at Royal Military College in 1978. Twelve women pursuing studies under the University Training Plan (available to serving members other than officers) were admitted to the military colleges in the fall of 1979. In the 1980-81 academic year, the women enrolled under the Regular Officer Training Program (ROTP) will be fully integrated into the training program of a military college. However, the number of positions available for women under the ROTP plan will continue to be limited to those which are not designated as leading to combat classifications.*

### **Partially Implemented**

**The CACSW recommends that women be given equal access to military colleges on the same basis as men.**

---

### **Recommendation 71**

**That the federal government provide special funds for young women and men to acquire university education, such as is provided for young men who attend military college, leading to a degree in fields designated to be of special interest for aid to developing areas, the terms to include commitment to some specified national or international service.**

*No special program of this type has been established. However, the Canadian International Development Agency (CIDA) does provide bursaries for Canadian students pursuing research in and about developing countries. In addition, some CIDA employees are eligible for funds to pursue full-time education related to international development.*

### **Partially Implemented**



## **Recommendation 72**

**That the federal government set up committees to review all government publications concerned with the choice of occupations and careers in order to select and use only publications that encourage women to consider all occupations, including those which have been traditionally restricted to men.**

*Although no such committees have been established, in 1978 the Public Service Commission replaced all its former publications on occupations and careers with a new series of forty pamphlets produced with the express goal of encouraging women to consider all occupations. All the publications issued by the Canada Employment and Immigration Commission for career orientation are currently being updated with a view to providing examples of women in non-traditional occupations. In 1976 the occupations listed in the Canadian Classification and Dictionary of Occupations (CCDO) were changed to eliminate any reference to sex. The new edition of the CCDO, which is currently being reprinted, reflects these changes.*

### **Partially Implemented**

---

## **Recommendation 75**

**That (a) the federal government in co-operation with the provinces and territories set up a career information service in each local Canada Manpower Centre which would (i) include personnel specially trained to give information to women on occupations, training requirements, financial help available, and labour market conditions and needs, and (ii) insist on the importance of a broad field of occupational choice for girls; and (b) subject to consultation and agreement with the educational authorities, this career information service be offered to all schools of the area.**

*Since 1974 all counsellors in Canada Employment Centres have undergone a training program to sensitize them to the needs of female clients in light of women's changed and changing socio-economic role.*

*Counsellors are trained to encourage women to consider the full range of occupations and so to enter other than traditional areas of employment. Employment and Immigration Canada cooperates with secondary schools by providing:*

- a) labour market and career counselling information,*
- b) counsellor exchanges between High School Guidance and Manpower Counsellors,*
- c) a slide presentation to alert young women to the importance of career planning,*
- d) information on "Creative Job Search Techniques" to train women in methods of job searching, and techniques useful in job interviews.*

### **Partially Implemented**

*In spite of training programs to sensitize Canada Employment Centre counsellors, women still experience major problems in receiving adequate and sensitive counselling at the Centres. In recognition of this fact Employment and Immigration Canada established alternative career counselling services through its Outreach Program for a three-year period ending in 1979. Demands by women for the continuation of these alternative services have resulted in an extension of funding to these projects. It is also evident that further training for counsellors in the Canada Employment Centres should be undertaken to increase their responsiveness to women's concerns.*

### **Recommendation 78**

**That, pursuant to section 3(d) of the federal Fitness and Amateur Sport Act, a research project be undertaken to (a) determine why fewer girls than boys participate in sports programmes at the school level and (b) recommend remedial action.**

*In 1974 the Sports Canada Directorate of the Department of Health and Welfare sponsored a national conference on Women and Sport. Subsequent to this conference, Sport Canada employed two women to investigate the Canadian sports culture as it pertains to women, the barriers to female involvement in sports, and the means of encouraging greater female participation. A film entitled "Your Move" was produced depicting the meaning and worth of sports participation for girls and women.*

### **Partially Implemented**

Although education is under provincial jurisdiction, the federal department of Fitness and Amateur Sport funds numerous national voluntary associations which deal directly with schools and with the teachers' federations in various provinces, and which have input to the design of the school curriculum, including athletic training and extra-mural activities.

In the United States, affirmative action legislation requires that in any educational institution receiving federal funding, the same amount of money be spent on girls' sports as on boys' sports.

---

### **Recommendation 79**

**That the federal government in cooperation with the provinces and territories ensure that information on the federal Occupational Training for Adults Programme reaches women outside the labour force as well as those employed or actively seeking employment.**

*Manpower training course vacancies have been advertised occasionally in local media. An awareness campaign concerning non-traditional jobs for women was carried out in 1978 in different industrial magazines. Plans are underway to repeat this.*

### **Partially Implemented**

The action taken towards implementing this recommendation to date has been sporadic - by admission of officials - and unfortunately directed more towards employers. Information on the full range of programs available (not just vacancies) should be advertised in a more systematic way through channels that reach women more effectively.



### **Recommendation 80**

**That the federal government in cooperation with the provinces and territories expand and widely advertise the part-time training programmes offered by the Department of Manpower and Immigration.**

*Employment and Immigration Canada recognizes the importance of part-time training as a means of enabling many women to enter or re-enter the labour force. Part-time training courses are advertised in the local press. The assessment of priority to be given to part-time training under the Canada Manpower Training Program is based on the recommendation of each Federal-Provincial Manpower Needs Committee.*

### **Partially Implemented**

**It is recommended that a survey of the demand for part-time training be undertaken through the Federal-Provincial Manpower Needs Committees to see if courses presently available are meeting the needs of Canadians generally and women in particular.**

---

### **Recommendation 81**

**That section 3(b) of the federal Adult Occupational Training Act be amended so that full-time household responsibility be equivalent to participation in the labour force in so far as eligibility for training allowances is concerned.**

*The Adult Occupational Training Act, amended July 1, 1972, now provides that any adult who has not attended school regularly for any period of at least 12 months since attaining provincial school leaving age may apply for occupational training. If the course attended is 2 weeks or more in duration, and the trainee is not self-employed, then she is eligible for a training allowance whether or not she was in the labour force. The amount of the allowance is determined on the basis of family circumstances.*

### **Implemented**

**It should be noted, however, that a trainee who has been in the labour force may in addition be eligible for Unemployment Insurance, which could be considered a type of 'allowance' to which household responsibility would not entitle the trainee.**

### **Recommendation 82**

**That the federal Department of Manpower and Immigration, in cooperation with provinces and territories, develop policies and practices that will result in (a) an increase in the number of women undertaking educational upgrading programmes and training for more highly skilled occupations, (b) the enrolment of women in courses in line with their capacities without regard to sex-typing of occupations, (c) an increase in the number of women training for managerial and technical positions, and (d) the consideration by women of the whole spectrum of occupations before choosing training courses.**

*A career information service in Canada Employment Centres is being strengthened to produce reliable and detailed data on current and future manpower requirements and supply.*

*Specific information packages are produced to inform women of the scope of their opportunities.*

### **Partially Implemented**

Although there has been initial progress in providing information to women on potential opportunities and targets have been established to integrate women into the occupational groups cited (highly skilled, managerial and technical), the results do not indicate a significant change in the composition of the labour force. To obtain the desired results, more active measures are required, including government intervention through the Contract Compliance Program to insist on more proportional representation of women in the work force.

---

### **Recommendation 84**

**That the federal government, in cooperation with the provinces and territories, extend the present system of student loans to include part-time students.**

*Under the Canada Student Loans Program the federal government pays the interest to the bank for loans granted by the provinces to full-time students only. Some provinces, however, have independently provided loans to part-time students.*

### **Partially Implemented**

The Canada Student Loans Program, previously administered by the Department of Finance, is now managed by the Secretary of State Department. A review of federal involvement in student assistance is currently underway and consideration will be given to the policy with respect to part-time students.



### **Recommendation 85**

**That the federal government, in cooperation with the provinces, provide through the Occupational Training for Adults programme (a) training courses which will lead to a diploma for visiting homemakers for emergency assistance, the planning of which will be in conjunction with local welfare agencies, and (b) training courses leading to a diploma for household workers other than visiting homemakers.**

*a) There are presently a few courses scattered across Canada in community colleges for visiting homemakers. Family Care Workers of Ontario have applied to the Ontario Minister of Education for recognition and certification on the basis of a curriculum, time frame and qualifications agreed upon by visiting homemakers across Canada.*

*b) Four occupations are included in the application for certification including household workers other than visiting homemakers.*

### **Partially Implemented**

---

### **Recommendation 86**

**That women be given the same opportunity as men to participate in any programmes at present or in the future that are sponsored by government for the retraining and rehabilitation of rural people, such as those begun under the Agricultural and Rural Development Act (ARDA).**

### **Not Implemented**

No federal programs for the retraining and rehabilitation of rural people discriminate overtly on the basis sex. However, much remains to be done to remove the structural and attitudinal barriers which prevent many women from participating in such programs. The recent report by the Council on Rural Development entitled Rural Women's Study makes recommendations which attack these barriers. For example,

i) Employment and Immigration Canada should review its policies pertaining to the allowances received for training and upgrading courses in order to provide equitable opportunities for rural women;

ii) new employment in rural areas should be planned to match the seasonal fluctuations in demand on the time of women who participate in family enterprises.

---

### **Recommendation 88**

**That the Department of the Secretary of State, through its Citizenship Branch, in cooperation with the provinces and territories, (a) conduct surveys in all areas of Canada where immigrants are settling to ascertain the special educational needs of immigrant women, (b) suggest programmes by which these needs could be met, (c) make these needs and programmes known to voluntary workers in the community, and (d) assist volunteers in the implementation of these training programmes.**

*A study currently underway at Secretary of State is documenting the particular problems that face immigrant women and recommending more effective means of helping them have better access to services through the use of the voluntary sector.*

### **Partially Implemented**

**Priority must be placed on the development of a program of financial assistance to community groups providing orientation services to immigrant women.**

### **Recommendation 89**

**That the federal government, in cooperation with provinces and territories, review language training programmes in order to ensure that the needs of immigrant women are being met.**

*Secretary of State, and Employment and Immigration have begun preliminary examination of the availability of both language and orientation programs to immigrant women.*

#### **Partially Implemented**

Lack of language training and orientation programs for immigrant women is a major barrier to their adjustment to Canadian life and to opportunities in the labour force. The CACSW recommends that language training programs be accessible to all immigrant women, both at the community level and at the workplace.

---

### **Recommendation 90**

**That the federal government, in cooperation with the Northwest Territories, make sure that the education programme in relation to housing is continued.**

*Since March 7, 1974 there has been a household management training course available in the Northwest Territories as in all the provinces. This program is provided through field workers of the Indian Associations and includes an explanation of the operation and care of household fixtures, information about general housekeeping, cooking, child care, purchasing of goods and clothing and budgeting.*

#### **Implemented**

---

### **Recommendation 92**

**That the federal government encourage Eskimo and Indian women to take training in adult education for work in northern communities.**

*Through the Post-Secondary Education Assistance Program, operated by the Department of Indian and Northern Affairs, registered Indians and Inuit, both male and female, may receive assistance while attending university or a skills training course. In most cases tuition, transportation and living costs are covered and, where required, a child care allowance is allotted. Funding to this program was given non-discretionary status by Treasury Board as of April 1, 1979; thus in the future there will be funds to meet demand. Through schools, Indian Affairs district offices, and the government of the Northwest Territories, information on courses and assistance is available.*

#### **Partially Implemented**

There are at present no special programs for women to deal with the cultural, structural and attitudinal barriers native women face in participating in such courses.



### **Recommendation 93**

**That the federal government (a) provide expanded, comprehensive courses for all public officials and employees and their spouses, working with Indians and Eskimos, to familiarize them with the cultures and traditions of the native people, including training in the native languages; (b) make available to Indian and Eskimo women education courses to provide at least functional literacy in either French or English; (c) encourage native women to participate in school planning and programming, and to serve on school advisory committees; (d) where it is not already being done, train native women as teachers and teachers' aides; (e) provide that teachers' colleges give special training courses in the instruction of English or French as a second language to Indians and Eskimos; (f) make sure that teachers' colleges provide courses in Indian and Eskimo culture, including training in the native languages for teachers planning to work with native people; and (g) make every effort to train Indians and Eskimos to provide the educational services in Indian and Eskimo communities now being performed by non-Indian and non-Eskimo public servants.**

*a) The Department of Indian and Northern Affairs (DINA) has established a native awareness program to sensitize their employees to the cultures and traditions of native peoples. Health and Welfare Canada has also initiated a cross-cultural awareness program. Two pilot courses have been offered to officials. On the basis of the evaluations received, the programs will be refined to meet the needs of various departmental programs.*

*b) Such courses are available through the Community Adult Education program. Funding for this program being discretionary, however, these courses may not always be available in all places at all times.*

*c) Many school committees, especially curriculum committees, are headed by women.*

*d) & e) These recommendations relate directly to education, which is a matter falling within provincial jurisdiction.*

*f) Special courses in the cultures of native peoples are available.*

*g) There are now over 4,000 Indian people attending university compared to under 1,000 in 1969. Training and development programs in DINA facilitate the employment of native people in the Public Service and private sector through training concepts such as on-the-job training.*

### **Partially Implemented**

**a) In so far as Indian and Northern Affairs is concerned, each region takes its own initiative using the centrally-developed course package as a basic minimum.**

**b-g) Again, however, there is no real effort to remove the cultural barriers which prevent women from participating.**

### **Recommendation 96**

**That the federal government, in cooperation with the territories, include individual native women, as well as couples, in the programme under which Eskimos and Indians are brought south on learning trips.**

*Since 1971 a life skills program has been in operation in Manitoba. This program offers registered Indian and Inuit families the opportunity to learn factory work. In addition to their factory training, the women are offered instruction in family planning, nutrition and home economics. Separated or single women with children may participate in this program, but single childless persons of either sex remain ineligible.*

### **Partially Implemented**

**The cultural barriers which maintain sex-role stereotyping and so discourage native women from participating in factory work training remain.**

---

### **Recommendation 97**

**That the federal government, in cooperation with the territories, ensure that management training programmes in the operation of cooperatives and small business enterprises be made available to native women as well as to men and be expanded to fit the growing needs of the northern communities.**

*In the Northwest Territories management training programs in the operation of cooperatives and small business enterprises have always been technically available to native women as well as men. Some results are evident. Women in the Territories are now organizing their own arts and crafts organization which is funded by the Department of Indian and Northern Affairs.*

### **Partially Implemented**

**Again, cultural and structural barriers inhibit the participation of women in these programs.**



### **Recommendation 99**

**That the federal government and organizations which plan to use the Canadian satellite telecommunications system (a) consult knowledgeable women as to the types and quality of programs and the hours of scheduling in order to meet the needs and convenience of women in Canada and (b) include women professionals and specialists in all branches of program production and broadcasting so that women will have equal opportunities with men in the development, operation and use of this new medium.**

*Only the CBC regularly uses the partly government-owned Telesat satellite for radio and television broadcasting.*

*With respect to part (a) of this recommendation, the CBC sponsored a two-day seminar on The Portrayal of Women in CBC Programs in February 1979.*

*Women's groups who had presented briefs to the CRTC hearing to renew the licence of the CBC were invited to participate. The CBC has committed itself to a second seminar on this subject in 1980. Relating to part (b), in 1974 only 7.5 % of the CBC's managerial positions were filled by women, 16 % of producers were women and 7.9 % of announcers. By July 1979, the representation of women had risen to 13 % in the managerial category, 20 % of producers and 18.1 % of announcers.*

### **Partially Implemented**

**A CBC publication, Touchstone for the CBC published in June 1977, did promise to increase the participation and influence of women in areas of programming. However, the recommendation by the CACSW to establish a standing advisory committee to the CBC on the status of women was rejected. The CRTC has established a task force to develop guidelines on sex stereotyping in broadcasting and television.**

---

### **Recommendation 101**

**That federal, provincial, territorial and municipal governments provide financial assistance to citizens' committees operating Citizens' Information Centres.**

*The Citizenship Branch of Secretary of State began financing citizens' information and referral centres in 1971. In 1976, the policy of the department changed so that funds are now allocated on a project basis rather than a sustaining basis, administered through a program known as "Assistance to Community groups". Citizens' committees operating Citizens' Information Centres must now apply for project funds on the same basis as other citizen groups with other types of projects.*

### **Implemented**

**In the last two years there have been severe cutbacks in the program; in the last year alone the budget was cut by half.**

# Women and the Family

## **Recommendation 102**

**That the federal government enact legislation establishing 18 years as the minimum for marriage.**

### **Not Implemented**

Jurisdiction over marriage in Canada is shared between the federal and provincial governments; the federal Parliament has exclusive jurisdiction over the capacity to marry while the provinces regulate the solemnization of marriage. No federal law has been enacted on this subject, but some of the provinces are considering raising the minimum age at which a marriage license can be obtained.

---

## **Recommendation 103**

**That the federal government change its passport application forms in order to indicate that a married woman may obtain her passport either in her maiden surname or in the surname of her husband.**

*The revised passport application forms introduced in 1972 included this information.*

### **Implemented**

Women who have never assumed their husband's name or who wish to revert to their maiden name must forward a letter to this effect when applying for a passport. This should be accompanied by a list of valid documents held in their maiden name or, if such are not available, a statutory declaration outlining the use of their maiden name. Women who possess a passport issued in a maiden name after January 22, 1969, and subsequent to the marriage need provide no further documentation. Since the use of titles on Canadian passports has been discontinued, a passport issued in a married woman's maiden name in the above circumstances would have no title or reference to her married name.



### **Recommendation 104**

**That the federal government modify its policy so that a woman need not apply for a new passport after marriage unless she wishes to obtain it in her husband's surname.**

#### **Implemented**

Passports are intended as identity documents; thus, if a woman adopts her husband's name on marriage she is expected to apply for her passport in that name. However, if she holds a valid maiden name passport she can have her married name added if she so wishes. Since valid passports cannot be withdrawn from the individuals holding them, if a woman continues to use her maiden name she must simply follow the above procedure when she next needs to apply.

---

### **Recommendation 106**

**That the Indian Act be amended to allow an Indian woman upon marriage to a non-Indian to (a) retain her Indian status and (b) transmit her Indian status to her children.**

Early in 1979, the then Minister of Indian and Northern Affairs wrote to all Band Chiefs and to all Indian Associations attaching a draft set of proposals for discussion concerning several amendments to the Indian Act, including the membership question (Section 12(1b)). The present Minister has also written to the Chiefs and Associations asking for comments on the discussion proposal put forward by the previous government. Replies are now being received.

#### **Not Implemented**

The problem of retroactivity and the potential socio-economic problems stemming from a significant increase in the Status Indian population are potential stumbling blocks to any amendment of this sort.

National Indian Associations are opposed to amendment of the Act without a more comprehensive reform. Indian Rights for Indian Women is actively supporting immediate amendment of the Act to give Indian women the same rights as Indian men.

---

### **Recommendation 109**

**That the Criminal Code be amended so that the wife may be held to support her husband in the same way that the husband may be held to support his wife.**

*The Omnibus Bill on the Status of Women, assented to on July 30, 1975, implemented this recommendation.*

#### **Implemented**

### **Recommendation 113**

**That the Divorce Act be amended so that the three-year separation period provided in section 4(1) (e) (i) be reduced to one year.**

#### **Not Implemented**

The CACSW supports this recommendation. In addition, the CACSW recommends that where both spouses jointly request or consent to divorce and where there are no dependent children, and no maintenance or property requests, and where the court is satisfied that there is no possibility of reconciliation, no separation or waiting period will apply.

#### **Recommendation 114**

**That the Divorce Act be amended so that the words “educational needs” be added to the list of exceptions where the maintenance of children over the age of 16 years may be ordered as a charge falling to the parents.**

#### **Not Implemented**

Although the Divorce Act has not been amended, the courts have ruled in some cases in accordance with the intent of this recommendation.

---

#### **Recommendation 115**

**That fees for the care of children in day care centres be fixed on a sliding scale based on the means of the parents.**

*Most provinces, with the exception of Ontario, use an income test, not a means or needs test, to establish fees for the care of children in day care centres. One particular disadvantage of this system is that the maximum allowed by the province for day care costs (established according to the national average for day care costs) may not be as high as the rate charged by an individual day care centre.*

#### **Partially Implemented**

Under the income-testing route, the ‘need’ for subsidized day care is established by comparing the applicant’s income and expenditures to the provincial averages. Under the needs or means testing route, the expenditures of the individual family are compared with their income, not the provincial average income, to determine need. The latter is a much more flexible system.

---

#### **Recommendation 117**

**That the National Housing Act be amended to (a) permit the making of loans for the construction, purchase and renovation of buildings for day care centres, and (b) permit the inclusion of space for day care centres in housing developments, including university buildings, for which loans are made under the Act.**

*Canada Mortgage and Housing, under the National Housing Act, may provide funds for day care centres in housing projects financed under the Act. In addition, under the Neighbourhood Improvement Program, day care centres falling within the designated area may receive funds if they are part of the community’s redevelopment scheme. This program however is currently being phased out.*

#### **Partially Implemented**

A new community redevelopment program is being introduced as Neighbourhood Improvement is phased out. Unfortunately, since the eligibility criteria for the new program are not yet known, it is too early to tell whether the new program will provide any funds for day care centres.



### **Recommendation 118**

**That the federal government immediately take steps to enter into agreement with the provinces leading to the adoption of a national Day Care Act under which federal funds would be made available on a cost-sharing basis for the building and running of day care centres meeting specified minimum standards, the federal government to (a) pay half the operating costs; (b) during an initial seven-year period, pay 70 per cent of capital costs; and (c) make similar arrangements for the Yukon and Northwest Territories.**

### **Not Implemented**

Day care, like other social services, is under provincial jurisdiction. There is, however, a strong push within the day care field itself for a National Day Care Association and a National Task Force on Day Care. As of October 1979 there will probably be a Western Association of Day Care, which hopes to expand to become a national body within a year.

The number of spaces in day care centres nationally has been dropping since 1976, especially for pre-school children. Community and cooperative arrangements have declined while commercial centres have increased. 5.7% of the children under two and 12.6% of the children aged from two to six of working mothers were enrolled in day care in 1977. The labour force participation of these mothers is increasing every year.

---

### **Recommendation 120**

**That the Department of National Health and Welfare offer an extension of advisory services to the provinces and territories through the establishment of a unit for consultation on child care services.**

*Consultative services for child welfare and other related child care services have been available under the Canada Assistance Plan since 1966. A National Day Care Information Centre was established in July 1972 to consult on day care services.*

### **Implemented**

---

### **Recommendation 121**

**That birth control information be available to everyone.**

*There is continued distribution through Health and Welfare Canada of birth planning information to all voluntary organizations including Planned Parenthood, health units, schools and the provincial governments, as well as to individuals on request. The Toronto Department of Public Health now has three television ads on birth planning.*

### **Partially Implemented**

The lead of the Toronto Department of Public Health could signify a breakthrough in the dissemination of information through the electronic media - a breakthrough which could partially alleviate the ongoing problem of how to reach adolescents and women in rural and isolated areas.

### **Recommendation 122**

**That the Department of National Health and Welfare (a) prepare and offer birth control information free of charge to provincial and territorial authorities, associations, organizations and individuals and (b) give financial assistance through National Health grants and National Welfare grants to train health and welfare workers in family planning techniques.**

*A Family Planning Division was established as part of the Health and Welfare department in 1972. The centre of responsibility for family planning is currently the Health Services and Promotion Branch.*

### **Implemented**

There is concern that despite the creation of the Family Planning Division, reductions in its budget - particularly funds for Planned Parenthood - will render it ineffective in providing birth control information to everyone (Recommendation 121).

---

### **Recommendation 124**

**That the criminal law be clarified so that sterilization performed by a qualified medical practitioner at the request of his or her patient shall not engage the criminal responsibility of the practitioner.**

*There has been no legislated clarification of the Criminal Code with regard to sterilization. Much of the controversy which continues surrounds not so much competent adults, but rather young people and retarded adults.*

### **Not Implemented**

The Medical Protective Association (MPA) is a professional association which provides doctors with malpractice insurance and advises the profession concerning the acceptability of various procedures. In 1964 the MPA advised that sterilization should, "broadly speaking," only be performed when the health or life of the patient was in jeopardy. Another bulletin, published in the Canadian Medical Association Journal in 1970, however, substantially changed this position, recommending that the decision to sterilize be left solely to the doctor and his or her patient, just like any other elective surgery.

---

### **Recommendation 126**

**That the Criminal Code be amended to permit abortion by a qualified medical practitioner on the sole request of any woman who has been pregnant for 12 weeks or less.**

### **Not Implemented**

The CACSW does not support this recommendation, but rather recommends that abortion be removed from the Criminal Code.



### **Recommendation 127**

**That the Criminal Code be amended to permit abortion by a qualified medical practitioner at the request of a woman pregnant for more than 12 weeks if the doctor is convinced that the continuation of the pregnancy would endanger the physical or mental health of the woman, or if there is a substantial risk that if the child were born, it would be greatly handicapped, either mentally or physically.**

**Not Implemented**

**NOT  
IMPLEMENTED**



# Taxation and Child-care Allowances

## **Recommendation 130**

**That the federal Income Tax Act be amended in order that (a) the extra exemption allowed the taxpayer for the dependent spouse be reduced from the present \$1,000 to \$600 when the dependent spouse is under 60 years of age, and (b) the dependent spouse be the same as the individual personal exemption, when a dependent spouse is aged 60 or over.**

### **Not Implemented**

Presently the indexed exemptions for 1979 are: personal - \$2650; married equivalent (the extra exemption allowed the taxpayer with dependent spouse) - \$2320; individuals 65 years of age and older - \$1660. There has been no attempt to introduce two tiers, based on age, to the married equivalent exemption.

---

## **Recommendation 131**

**That a federal annual taxable cash allowance in the order of \$500 be provided for each child under 16 to be paid in monthly installments to the mother as under the present Family Allowance system.**

*A refundable Child Tax Credit was introduced in 1978 by which families with dependent children under 18 could claim a basic \$200 tax credit for each child. If the combined income of the parents exceeds \$18,000, the basic credit is reduced 5¢ per dollar of family income above \$18,000.*

### **Partially Implemented**

In order to finance this tax credit, family allowances were reduced and other minor tax changes were made. Although the specifics of this recommendation were not the mechanism used, we judge that the Refundable Child Tax Credit partially satisfies the intent of the Royal Commission. However, the intent of the recommendation was to provide adequate financial support for the cost of child-rearing. In 1979 dollars, the \$500 recommended would be approximately \$1000.

---

## **Recommendation 132**

**That the federal Income Tax Act be amended in order that husband and wife form a taxation unit and be permitted to aggregate their incomes, under a special tax rate schedule, in a joint return signed by both spouses with the option to file separately if they so desire.**

### **Not Implemented**

The CACSW does not favour joint taxation of spouses and therefore does not support this recommendation.





# Poverty

## **Recommendation 135**

**That a guaranteed annual income be paid by the federal government to the heads of all one-parent families with dependent children.**

*The federal government made a proposal to the provinces in 1976 for a guaranteed annual income to be paid to families with children and to families whose head was between 55 and 64 years of age. The provinces did not agree unanimously with the proposal and so it was withdrawn.*

**Not Implemented**

---

## **Recommendation 136**

**That (a) the Guaranteed Income Supplement of the Old Age Security benefits be increased so that the annual income of the recipients is maintained above the poverty level, and (b) the Supplement be adjusted to the cost of living index.**

*(a) If we accept Statistics Canada's low income cut-offs for urban centres of 30,000 - 99,000, the combined GIS/OAS rate for couples where each spouse is eligible for OAS/GIS or Spouse's Allowance is just above the poverty line.*

*(b) The Supplement has been adjusted to the cost-of-living index quarterly since 1975.*

**Partially Implemented**

**a) The rate for single beneficiaries still falls short of the low income test.**

---

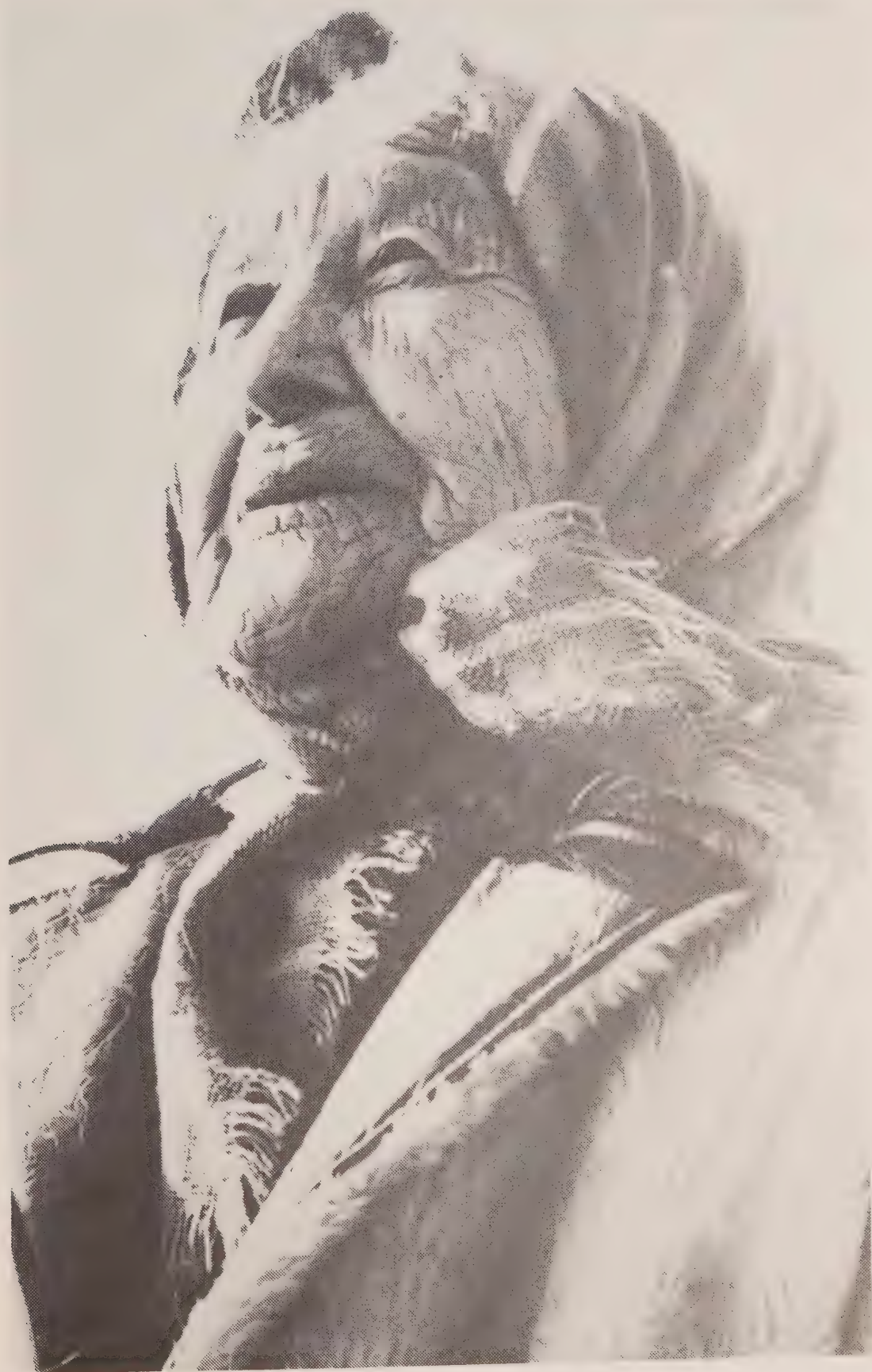
## **Recommendation 137**

**That the federal government in cooperation with native people establish or expand friendship centres directed and staffed by people of Indian, Métis or Eskimo ancestry, to provide needed services.**

*The Native Citizens Directorate of Secretary of State began providing core funding to friendship centres in 1972. They are currently funding 71 such centres*

**Implemented**





# Participation of Women in Public Life

## **Recommendation 138**

**That two qualified women from each province be summoned to the Senate as seats become vacant, and that women continue to be summoned until a more equitable membership is achieved.**

### **Not Implemented**

In January 1970 there were only four women Senators; there are still only ten in a house of 104. There are no female Senators from Newfoundland, Manitoba, Saskatchewan or Alberta, nor from the Yukon or Northwest Territories. These latter two areas, however, only have a single seat each.

---

## **Recommendation 139**

**That financial qualifications for eligibility for membership in the Senate be abolished.**

### **Not Implemented**

The property qualification of \$4,000 remains a condition of eligibility for membership in the Senate. The CACSW rejects the notion that the only people eligible for the Senate should be those wealthy enough to own property of any value. As women are less likely than men to fulfill this condition, it particularly limits the number of women who could be appointed to the Senate. The Final Report of the Special Joint Committee of the Senate and the House of Commons on the Constitution in 1972 supported this recommendation.

---

## **Recommendation 140**

**That the federal government name more women judges to all courts within its jurisdiction.**

*At the time of the Royal Commission there was only one female superior court judge, today there are 18. Superior court appointments are the prerogative of the federal government. However, it remains that women are a very small proportion of the 630 federally-appointed judges.*

### **Partially Implemented**

The Judges Act requires at least ten years of experience at the Bar. Thus there is a necessary delay between an increase in the number of female lawyers and an improvement in the relative proportion of women judges. Although the proportion of practising lawyers who are female is not available, statistics on the number of degrees granted in law by Canadian universities indicate that since 1970 women as a proportion of law graduates have increased from 7.3% to 27.7% in 1978.





# Immigration and Citizenship

## **Recommendation 143**

**That the Immigration Division of the federal Department of Manpower and Immigration review its policies and practices to ensure that the right of a wife to be an independent applicant for admission to Canada is always respected and that wives are made fully aware of this right.**

*Either husband or wife may be the independent applicant when a family seeks admission to Canada. However, families are reviewed as a unit with a single principal applicant who must, in his or her own right, be awarded sufficient points to qualify for admission.*

## **Implemented**

---

## **Recommendation 144**

**That the federal Immigration Act and Regulations be amended by the elimination of the term “head of a family” wherever it appears in the legislation and by the substitution of the exact meaning which is intended in each case.**

*The Omnibus Bill on the Status of Women (July 30, 1975) deleted the expression “head of family” from Section 2 and 34 of the old Immigration Act and replaced it with terminology clarifying the intent of the law. The new Immigration Act, assented to in August 1977, uses this revised terminology.*

## **Implemented**



#### **Recommendation 145**

**That the Canadian Citizenship Act be amended to provide for the automatic resumption of Canadian citizenship by women who lost it because they married aliens before January 1, 1947.**

*A new Citizenship Act received Royal Assent on July 16, 1976. Under the new Act these women must apply to the Minister for resumption of their Canadian citizenship.*

#### **Partially Implemented**

The CACSW notes that not all of these women might wish automatic resumption of Canadian citizenship. However, we are concerned that there may be women who are not aware that they may resume their citizenship upon application to the Minister.

---

#### **Recommendation 146**

**That the Canadian Citizenship Act be amended so that there is no difference between the residence requirements for the acquisition of Canadian citizenship by an alien husband and an alien wife of a Canadian Citizen.**

*Under the new Act the required residence time is three years for all applicants regardless of any marital connection with a citizen.*

#### **Implemented**

---

#### **Recommendation 147**

**That Sections 4 and 5 of the Canadian Citizenship Act be amended to provide that a child born outside Canada is a natural-born Canadian if either of the parents is a Canadian citizen.**

*Implemented by the 1976 Citizenship Act.*

#### **Implemented**

---

#### **Recommendation 148**

**That the Canadian Citizenship Act be amended so that either citizen-parent may apply for the naturalized citizenship of a minor child.**

*Implemented by the 1976 Citizenship Act.*

#### **Implemented**

---

#### **Recommendation 149**

**That section 11 (2) of the Canadian Citizenship Act be amended so that, in the case of joint adoption, the child may be granted Canadian citizenship if either of the adopting parents is a Canadian citizen.**

*Implemented by the 1976 Citizenship Act.*

#### **Implemented**

# Criminal Law and Women Offenders

## **Recommendation 150**

**That section 164 (1) (c) of the Criminal Code which reads “Every one commits vagrancy who, being a common prostitute or night-walker, is found in a public place and does not, when required, give a good account of herself” be repealed.**

*This section was repealed effective July 1, 1972 and replaced by a provision that makes soliciting in a public place an offence and applies equally to men and women.*

**Implemented**

---

## **Recommendation 151**

**That section 164 (1) (a) of the Criminal Code covering vagrancy be repealed.**

*Section 164 (1) (a) was repealed by the Criminal Law Amendment Act of 1972.*

**Implemented**

---

## **Recommendation 152**

**That the words “of previously chaste character” be deleted from all the sections of the Criminal Code.**

**Not Implemented**

---

## **Recommendation 153**

**That the Criminal Code be amended to extend protection from sexual abuse to all young people, male and female, and protection to everyone from sexual exploitation either by false representation, use of force, threat, or the abuse of authority.**

**Not Implemented**

---



### **Recommendation 154**

**That subsection (3) of section 23 of the Criminal Code be amended to apply to both spouses.**

*The Omnibus Bill on the Status of Women (1975) repealed Section 23 (3) of the Criminal Code.*

**Not Applicable**

---

### **Recommendation 156**

**That the federal government whenever possible assign female instead of male police officers to deal with women taken into custody.**

*Since 1974 the RCMP has hired female police officers. However, of approximately 14,000 uniformed officers, only 405 constables are female. Accordingly, it is usually professional matrons or women acting in a matron capacity who are utilized when a female is taken into custody.*

**Partially Implemented**

*The RCMP is using women to deal with women taken into custody, but the recommendation calls for female police officers to be used whenever possible. The CACSW feels that the spirit of the recommendation can not be considered fully implemented while non-officer level women are used as a substitute for female officers.*

---

### **Recommendation 159**

**That the federal Prisons and Reformatories Act be revised to eliminate all provisions that discriminate on the basis of sex or religion.**

*Major revisions were made to the Prisons and Reformatories Act by the Criminal Law Amendments Act 1976-1977. Provisions which discriminated on the basis of sex or religion were eliminated at that time.*

**Implemented**

---

### **Recommendation 160**

**That the federal, provincial and territorial governments cooperate in order to provide flexible and imaginative programs aimed at the rehabilitation of women offenders which would include (a) a system that provides appropriate living quarters, small "open" institutions where life follows a normal pattern rather than institutional living and is integrated as much as possible with the life of the neighbouring community; (b) programs and services, such as education and vocational training, adapted to the needs of individual female offenders and taking full advantage of the resources of that district; and (c) personnel specially trained in dealing with female offenders.**

**Not Implemented**

*A working paper on standards for housing federal female offenders has been drafted and is currently under review. The provinces are to be invited to participate with the federal government in the joint development of standards for female offenders early in 1980.*

### **Recommendation 161**

**That the federal Women's Prison at Kingston be closed.**

#### **Not Implemented**

The question of closing the Women's Prison in Kingston is once again under consideration.

---

### **Recommendation 162**

**That the National Parole Board make use whenever possible of members of band councils and government personnel, to provide parole supervision especially in rural and remote areas for women of Indian and Eskimo ancestry.**

*While the National Parole Board has responsibility for ensuring that appropriate supervision is available and maintained when an inmate is released on parole, the Board is not responsible for actual supervision; this is rather the responsibility of the Correctional Services of Canada. The National Parole Board supports the notion that members of Band Councils supervise parolees provided that levels of supervision meet Board requirements. There are in fact a number of both formal and informal arrangements between Correctional Services of Canada and Band Chiefs or Councils for supervising native people on parole.*

#### **Implemented**

---

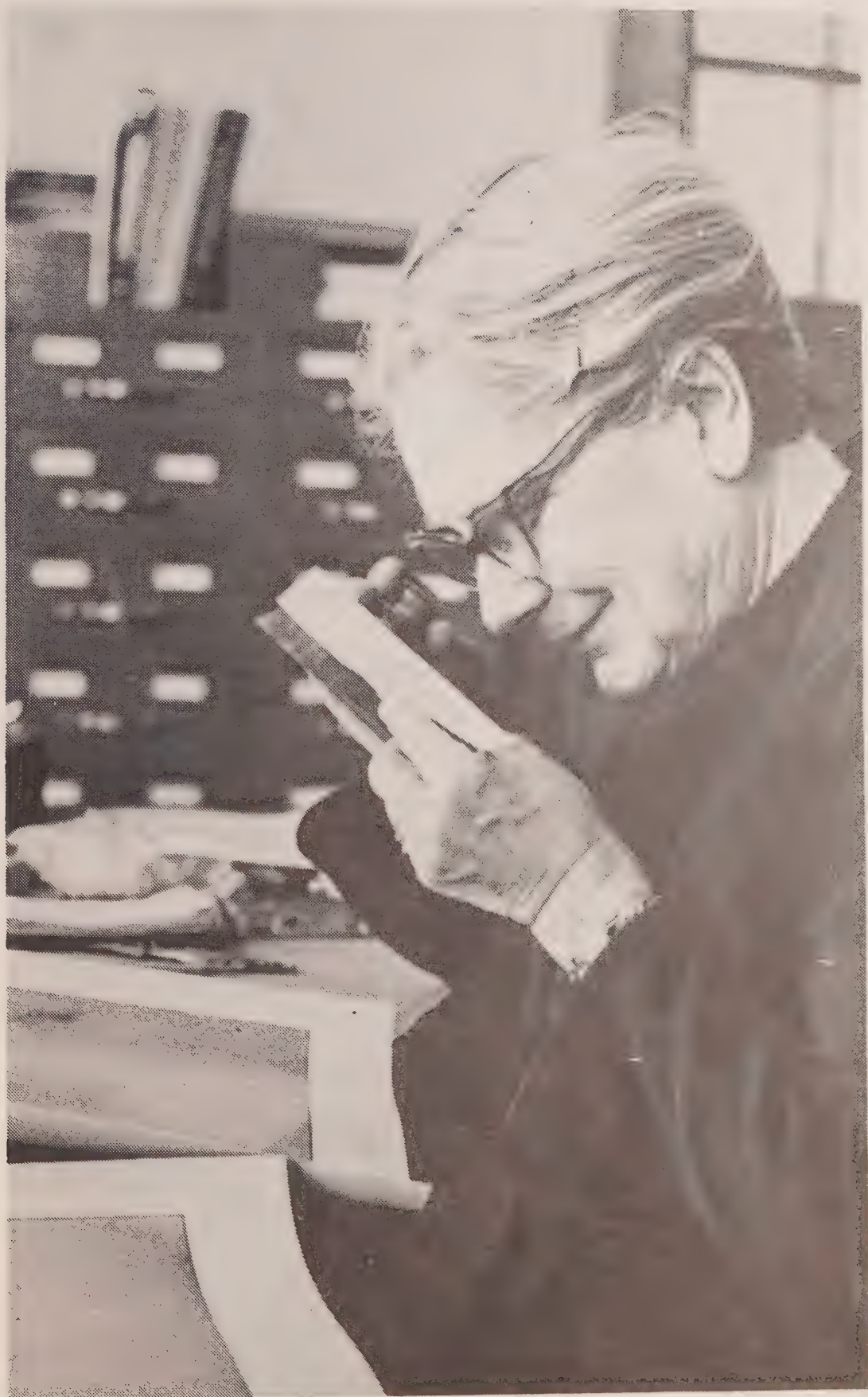
### **Recommendation 163**

**That a network of halfway houses for women newly released from correctional institutions be set up in centres across Canada, supported by public and private funds and operated by voluntary groups and agencies, in accordance with approved government standards.**

*The only major urban centres without "halfway" facilities are Montreal and Halifax. Generally developed by private agencies, the federal government pays the operator on a per diem basis at the same time as guaranteeing a minimum return.*

#### **Partially Implemented**





## Plan for Action

### **Recommendation 164**

**That the federal government establish an implementation committee, composed of a number of its senior administrators, to (a) plan for, coordinate and expedite the implementation of the recommendations made by the Royal Commission on the Status of Women to that jurisdiction; and (b) report from time to time to the government on the progress it is making.**

*Following the tabling of the Report of the Royal Commission on the Status of Women, the government established the Interdepartmental Committee composed of representatives of departments and agencies whose mandates were directly affected by the recommendations. This committee was responsible for the examination of the Report and for developing policy guidelines. A report was submitted at the end of 1971.*

### **Implemented**



### **Recommendation 165**

**That a federal Human Rights Commission be set up that would (a) be directly responsible to Parliament, (b) have power to investigate the administration of human rights legislation as well as the power to enforce the law by laying charges and prosecuting offenders, (c) include within the organization for a period of seven to ten years a division dealing specifically with the protection of women's rights, and promote widespread respect for human rights.**

*Parts (a) and (b) of this recommendation have been implemented through the federal Human Rights Act, which extends the present laws in Canada that proscribe discrimination and protect the privacy of individuals. This Act received Royal Assent on July 14, 1977.*

#### **Partially Implemented**

**There is no division dealing specifically with the protection of women's rights and there are at present no plans to create such a division.**

---

### **Recommendation 166**

**That a federal Status of Women Council, directly responsible to Parliament, be established to (a) advise on matters pertaining to women and report annually to Parliament on the progress being made in improving the status of women in Canada, (b) undertake research on matters relevant to the status of women and suggest research topics that can be carried out by government, private business, universities, and voluntary associations, (c) establish programs to correct attitudes and prejudices adversely affecting the status of women, (d) propose legislation, policies and practices to improve the status of women, and (e) systematically consult with women's bureaux or similar provincial organizations, and with voluntary associations particularly concerned with the problems of women.**

*The Canadian Advisory Council on the Status of Women was created on May 31, 1973. The overall functions of the 30-member Council are:*

*a) to bring before the government and the public matters of interest and concern to women; and*

*b) to advise the Minister (Responsible for the Status of Women) on such matters relating to the status of women as the Minister may refer to the Council or as the Council may deem appropriate.*

*To fulfill these functions the Council may publish its findings and recommendations.*

#### **Partially Implemented**

**With regard to (a), the CACSW does not report directly to Parliament, although this has been promised by the new government, but rather reports to the government through the Minister Responsible for the Status of Women. (c) The CACSW mandate does not include establishing programs.**

**Increasing demands for information on issues and response to government policies and legislation make it difficult for the CACSW to continue to function effectively within its present budget.**





# Appendix A

## Alphabetical list of recommendations by subject heading

Subject	Recommendation No.
Abortion	
- under 12 weeks	126
- over 12 weeks	127
Adult Occupational Training Act	
- eligibility of housewives	81
- information on programs of Employment & Immigration	79
Airlines	19
	63

<b>Appointment of Women</b>	
- boards, commissions...	26
- crown corporations & agencies	43, 44
- judges	140
- public service	4, 36, 37, 38
- Senate & House of Commons	52, 138
<b>Armed Forces</b>	
- engagement period	57
- equal opportunities - women's program co-ordinator	61
- married women: enlistment	56
- release because of children	58
- military colleges	70
- policy statement on equal opportunities	60
- superannuation	59
- trades for women	55
<b>Birth Control</b>	
- availability of information	121
- sterilization	124
- training workers	122
<b>Career Assignment Program (CAP)</b>	41
<b>Canadian Human Rights Commission</b>	
- chartered banks	62
- crown corporations	19, 43-50
- equal pay for work of equal value	7, 8, 11, 60
- establishment of	165
- sex discrimination	24, 62
<b>Canadian Labour (Standards) Code</b>	
- equal pay	7
- fair wages, hours of work	8
- maternity leave	16
- sex, marital status	24
<b>Canada Manpower Centres/Canada Employment Centres</b>	
- legislation	25
<b>Canada Employment Programs</b>	
- (see Employment Programs)	
<b>Career Opportunities for Women</b>	
- armed forces	55
- crown corporations & agencies	50, 60
- public service	36, 37, 60
- Royal Canadian Mounted Police	54
- Senate & House of Commons	51, 52, 60
<b>Chartered Banks</b>	
- equality of opportunity	62
- training programs	62
<b>Child Care</b>	
- advisory services	120
- cost sharing	118
- National Housing Act amendments	117
- sliding-scale fees	115



<b>Citizenship Act</b>	
- adopted children	149
- child born outside Canada	147
- minor child	148
- residence requirements	146
- women married to aliens	145
<b>Communications Satellite</b>	99
<b>Correctional Institutions</b>	
- halfway houses	163
- Kingston Prison for Women	161
- Prison & Reformatories Act	159
- rehabilitation programs	160
<b>Council – Federal Status of Women</b>	166
<b>Criminal Code</b>	
- abortion under 12 weeks	126
- abortion over 12 weeks	127
- accessory after the fact	154
- deletion of “of previously chaste character”	152
- maintenance obligations	109
- prostitution	150
- protection from sexual abuse	153
- vagrancy	151
<b>Crown Corporations</b>	
- benefit provisions	49
- equal opportunities: policy statement	60
- equal opportunities - women’s program co-ordinator	61
- opportunity for employment - publicity	50
- post graduate training opportunities	43
- recruitment programs	44, 48
- rotation of staff	47
- scientists & technologists	43
- traditional occupations - promotion & transfer from	44
- training and development	46
- utilization of woman power	45
<b>Divorce</b>	
- maintenance for education	114
- separation period	113
<b>Education</b>	
- citizen’s information centres	101
- family planning techniques & training	122
- military colleges	70
- native women	90, 92, 93
- part-time student loans	84
- student aid	71
<b>Employment Programs</b>	
- career upgrading	75, 82
- discrimination in referrals	22
- eligibility of housewives for training allowances	81
- homemaker training	85
- information on programs	75, 79

- part-time training	80
- rural people	86
<b>Equal Opportunities</b>	
- armed forces	61
- chartered banks	62
- crown corporations & agencies	61
- native women	93, 97
- policy statement	60
- public service	61
- Royal Canadian Mounted Police (RCMP)	61
- Senate & House of Commons	61
- telecommunications	99
<b>Equal Pay Legislation</b>	7, 8
<b>Family and Youth Allowances</b>	
- proposed amendments	131
<b>Friendship Centres</b>	
- native people	137
<b>Grievance Procedures</b>	8
<b>Guaranteed Income</b>	
- one parent families	135
- old age benefits	136
<b>Home Workers</b>	
- wages & conditions of employment	65
<b>Housing Loan Regulations (CMHC)</b>	1
<b>Immigration</b>	
- head of family definition	144
- wives as independent applicants	143
<b>Immigrants</b>	
- education needs	88
- language training	89
<b>Income Tax</b>	
- dependent spouse	130
- family & youth allowance	131
- wife-husband unit	132
<b>Information Centres</b>	
- Canada Employment career information	75
- citizens' information centres	101
- National Day Care Information Centre	120
<b>International Labour Organization Convention 100</b>	5
<b>Judges</b>	
- appointment of women	140
<b>Labour Code</b>	
(see Canada Labour Standards Code)	
<b>Loans</b>	
- national housing (CMHC)	1
- student	84



<b>Marriage</b>	
- minimum age	102
- Indian women - loss of status	106
<b>Maternity Leave &amp; Benefits</b>	
- contribution for pension, health care	34
- labour code	16
- public service	33
- Unemployment Insurance benefits	17
<b>Military Colleges</b>	
- admission of women	70
<b>National Day Care Act (proposed)</b>	118
<b>National Housing Act</b>	
- child care provisions	117
<b>Native Women</b>	
- adult education	92
- educational courses: e.g., language & teacher training	93
- education program - housing	90
- friendship centres	137
- learning trips	96
- management training	97
- marriage to non-Indian	106
- parole supervision	162
<b>Occupational Training for Adults</b>	
- homemaker training	85
<b>Offenders, Female</b>	
- female police officers	156
- halfway houses	163
- Kingston Prison for Women	161
- parole supervision - native women	162
- Prison & Reformatories Act	159
- rehabilitation programs	160
<b>Part-Time Students - loans</b>	84
<b>Part-Time Training</b>	
- employment programs	80
<b>Part-Time Work</b>	
- in the Canadian economy	28
- in the public service	42
<b>Passports</b>	
- married names/maiden names	103
- marriage	104
<b>Pension Plans - Canada &amp; Quebec</b>	
- eligibility of housewives	2
- benefits to females' survivors	12
<b>Public Service</b>	
- administration positions	38
- administrative trainees	39
- appointment of women	36
- bindery positions	35
	67

- career assignment program (CAP)	41
- equal opportunities	61
- government career publications	72
- interdepartmental committees	164
- management courses	40, 41
- maternity leave	33, 34
- nursing orderlies, assistants	29
- part-time work	28, 42
- pay rates (nurses, social workers, librarians, dietitians, home economists)	11
- policy statement on equal opportunities	60
- removal expenses	32
- secretarial classifications	30
- secretarial development	38
- selection standards	4
- senior positions	37
- sex-typing	21
- Superannuation Act	31
- terms and conditions of employment	42
- volunteer experience	4
<b>Public Service Health Insurance Regulations</b>	
- maternity leave benefits	34
<b>Public Service Terms &amp; Conditions of Employment</b>	
- maternity leave	33
- part-time work	42
<b>Royal Canadian Mounted Police (RCMP)</b>	
- equal opportunities: women's program co-ordinator	61
- female enlistment	54
- superannuation	53
<b>Recruitment Programs</b>	
- crown corporations & agencies	44, 48
- public service	35
<b>Rehabilitation (of offenders)</b>	160
<b>Removal Expenses Regulations</b>	32
<b>Rural Women: retraining</b>	86
<b>Secretaries: training</b>	38
- classification	30
<b>Selection Standards &amp; Procedures</b>	
- public service	4, 37
- crown corporations & agencies	48
<b>Senate &amp; House of Commons</b>	
- appointment of women	138
- equal opportunities: policy statement	60
- equal opportunities: women's program co-ordinator	61
- financial qualifications	139
- senior positions	52
- sex-typing of occupations	51
- utilization of womanpower	52
<b>Sex Discrimination</b>	
- airlines	19



- bindery positions	35
- crown corporations & agencies	50
- Canadian Human Rights Commission	24, 62
- Indian women	106
- labour code	24
- military colleges	70
- Prisons & Reformatories Act	159
- referrals by Canada Manpower/Employment Centres	22
<b>Sex-Typing of Occupations</b>	
- public service	21, 36, 72
- Senate & House of Commons	51
<b>Single Parent Families</b>	
- guaranteed annual income	135
<b>Sports - research</b>	78
<b>Superannuation</b>	
- armed forces	59
- crown corporations	49
- employers' contributions during maternity leave	34
- public service	31
- R.C.M.P.	53
<b>Tax (see Income Tax)</b>	
<b>Training of Women</b>	
- administrative trainees	39
- career assignment program (CAP)-PSC	41
- career upgrading	82
- crown corporations & agencies	43, 44, 46
- female offenders	160
- housewives (Employment and Immigration programs)	81
- homemaker training	85
- immigrant women	88, 89
- management courses	40
- military colleges	70
- native women	90, 92, 93, 96, 97
- occupational training for adults	79, 81
- part-time training programs	80
- secretaries & admin. support staff	38
- rural women	86
<b>Unemployment Insurance Act &amp; Regulations</b>	
- application to all workers	15
- definition of dependents	14
- discrimination on basis of sex	22
- maternity benefits	17
- sex and marital status clause	25
<b>Voluntary Associations</b>	3
<b>Volunteer Experience</b>	
- public service	4, 37
<b>Wages</b>	
- equal pay legislation	7, 8
- public service	11
- nursing assistants vs. nursing orderlies	29
	69

## **Publications of the Canadian Advisory Council on the Status of Women**

Les publications suivantes sont également disponibles en français.

### **Birth Planning**

*Background Notes on Birth Planning and Conception Control* by Mary Pearson, June 1979.

*A Statement on Birth Planning*, CACSW Recommendations, September 1976.

*Abortion in Canada: Background Notes on the Proposed Amendments to the Criminal Code* by Louise Dulude, November 1975.

*Notes on the Law of Birth Planning in Canada* by Henri Major, August 1975.

### **The Family**

*One-Parent Family* CACSW Principles and Recommendations, January 1977.

*New Directions for Public Policy: A Position Paper on the One-Parent Family* by S. June Menzies, April 1976.

*Background Notes on the Federal Law Reform Commission's Working Paper, "The Family Court"* by Henri Major, June 1974.

### **Financial Status of Women**

*CACSW Annotated Recommendations on Women and Taxation*, January 1978.

*Background Notes on Proposed Amendments to the CPP (Bill C-49)* by Henri Major, June 1977.

### **Marital Issues**

*Statement on Matrimonial Property Laws in Canada*, February 1979.

*Divorce Law Reform*, CACSW Recommendations, September 1976.

*Study Paper on Divorce* by Marcia H. Rioux, June 1976.

*A Definition of Equity in Marriage*, CACSW Statement of Principle, May 1976.

*Notes on Selected Federal Statutes Recognizing Common-Law Relationships* by Henri Major, July 1975.



## **Rape and Sexual Offences**

*Recommendations of the CACSW on Bill C-51, an Act to Amend the Criminal Code, the Canada Evidence Act and the Parole Act, October 1978.*

*Background Notes on the Proposed Amendments to the Criminal Code in Respect of Indecent Assault (Bill C-52) by Marcia H. Rioux and Joanna L. McFadyen and Recommendations of the CACSW, June 1978.*

*Rape and Sexual Assault, Person Papers, December 1976.*

## **Social Policy and Issues**

*Women and Aging: A Report on the Rest of our Lives by Louise Dulude, April 1978.*

*Indian Women and the Law in Canada: Citizens Minus by Kathleen Jamieson, April 1978.*

*Women and Aging (Fact Sheet no. 2), October 1979.*

## **Women and Work**

*The Second Time Around: A Study of Women Returning to the Work Force by Mary Pearson, April 1979.*

*Problems of Immigrant Women in the Canadian Labour Force by Sheila McLeod Arnopoulos, January 1979.*

*Five Million Women: A Study of the Canadian Housewife by Monique Proulx, June 1978.*

*Health Hazards at Work, Person Papers, January 1977.*

*Occupational Health Hazards to Women: A Synoptic View by Ann George, January 1977.*

*Women and Work (Fact Sheet no. 1), June 1979.*

## **The Federal Government**

*Women in the Public Service: Barriers to Equal Opportunity, February 1979.*

## **General**

*The Status of Women and the CBC - A brief by the CACSW to the CRTC, November 1978.*

*Recommendations of the CACSW by subject, October 1978.*

*Sharing the Power, a kit prepared by CACSW members, April 1978.*

*Canadian Perspective on Sex Stereotyping in Advertising by Alice E. Courtney and Thomas W. Whipple, June 1978.*

*International Decade for Women: 1976-1985: What It Means to Canadian Women by Mary Pearson, November 1977.*

*Annual Report of the Canadian Advisory Council on the Status of Women.*

*Ten Years Later - assessment of the Federal Government's implementation of R.C.S.W. recommendations, October 1979.*







The Canadian Advisory Council  
on the Status of Women  
151 Sparks Street, Box 1541, Station B,  
Ottawa, Canada K1P 5R5 (613) 992-4975

**Eastern Office:**

The Canadian Advisory Council  
on the Status of Women  
666 Sherbrooke Street W.,  
Montreal, Quebec H3A 1E7 (514) 283-8123

**Western Office:**

The Canadian Advisory Council  
on the Status of Women  
269 Main Street, Suite 600,  
Winnipeg, Manitoba R3C 1B2 (204) 949-3140











